



# **NAVAL POSTGRADUATE SCHOOL**

**MONTEREY, CALIFORNIA**

## **THESIS**

### **STREET TO NAVY ENLISTED SAILOR COSTING**

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December 2016

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<b>REPORT DOCUMENTATION PG.</b>			<i>Form Approved OMB No. 0704-0188</i>	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington, DC 20503.				
<b>1. AGENCY USE ONLY (Leave blank)</b>	<b>2. REPORT DATE</b> December 2016	<b>3. REPORT TYPE AND DATES COVERED</b> Master's thesis		
<b>4. TITLE AND SUBTITLE</b> STREET TO NAVY ENLISTED SAILOR COSTING			<b>5. FUNDING NUMBERS</b>	
<b>6. AUTHOR(S)</b> Michael B. Bell, Christopher A. Huizinga, Travis A. Neesmith, and Mark T. Wilson				
<b>7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)</b> Naval Postgraduate School Monterey, CA 93943-5000			<b>8. PERFORMING ORGANIZATION REPORT NUMBER</b>	
<b>9. SPONSORING /MONITORING AGENCY NAME(S) AND ADDRESS(ES)</b> N/A			<b>10. SPONSORING / MONITORING AGENCY REPORT NUMBER</b>	
<b>11. SUPPLEMENTARY NOTES:</b> The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government. IRB number N/A.				
<b>12a. DISTRIBUTION / AVAILABILITY STATEMENT</b> Approved for public release. Distribution is unlimited.			<b>12b. DISTRIBUTION CODE</b>	
<b>13. ABSTRACT (maximum 200 words)</b>  <p><i>Street to Navy Enlisted Sailor Costing</i> is a project to identify and analyze current total costs associated with the process of recruitment, entrance processing, and recruit training for transforming a civilian prospect into an enlisted Navy Sailor. Navy Recruiting Command (NAVCRUITCOM), United States Military Entrance Processing Command (USMEPCOM), and Recruit Training Command (RTC) represent the command entities responsible for this transformation. These organizations track costs independently from other organizations. The team identified the individual process within each organization, and then created a swimlane to track an individual through the process. The team identified comprehensive Navy cost activities at NAVCRUITCOM, USMEPCOM, and RTC, and then identified the fixed and variable costs to provide an estimated average cost per Sailor. The team analyzed the transformation process through the prospecting, applicant, and recruit phases.</p>				
<b>14. SUBJECT TERMS</b> process analysis, average costing			<b>15. NUMBER OF PG.S</b> 131	
			<b>16. PRICE CODE</b>	
<b>17. SECURITY CLASSIFICATION OF REPORT</b> Unclassified	<b>18. SECURITY CLASSIFICATION OF THIS PG.</b> Unclassified	<b>19. SECURITY CLASSIFICATION OF ABSTRACT</b> Unclassified	<b>20. LIMITATION OF ABSTRACT</b> UU	

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**STREET TO NAVY ENLISTED SAILOR COSTING**

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Submitted in partial fulfillment of the  
requirements for the degree of

**MASTER OF BUSINESS ADMINISTRATION**

from the

**NAVAL POSTGRADUATE SCHOOL  
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## **ABSTRACT**

*Street to Navy Enlisted Sailor Costing* is a project to identify and analyze current total costs associated with the process of recruitment, entrance processing, and recruit training for transforming a civilian prospect into an enlisted Navy Sailor. Navy Recruiting Command (NAVCRUITCOM), United States Military Entrance Processing Command (USMEPCOM), and Recruit Training Command (RTC) represent the command entities responsible for this transformation. These organizations track costs independently from other organizations. The team identified the individual process within each organization, and then created a swimlane to track an individual through the process. The team identified comprehensive Navy cost activities at NAVCRUITCOM, USMEPCOM, and RTC, and then identified the fixed and variable costs to provide an estimated average cost per Sailor. The team analyzed the transformation process through the prospecting, applicant, and recruit phases.

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## LIST OF ACRONYMS AND ABBREVIATIONS

ACC	accession (shipper)
ACMO	Assistant Chief Medical Officer
AFQT	Armed Forces Qualification Test
ASVAB	Armed Forces Vocational Aptitude Battery
BMT	basic military training
BUMED	Bureau of Medicine and Surgery
BUPERS	Bureau of Naval Personnel
CART	command assessment readiness training
CAT-ASVAB	Computerized Adaptive Testing-Armed Services Vocational Aptitude Battery
CMO	Chief Medical Officer
CNIC	Commander, Navy Installations Command
CPO	Chief Petty Officer
CTO	Commercial Travel Office
C-WAY	career waypoints
DAT	drug and alcohol testing
DEM	delayed entry medical
DEP	Delayed Entry Program; Delayed Enlistment Program
DLCPO	Division Leading Chief Petty Officer
DOA	Department of the Army
DOD	Department of Defense
DON	Department of the Navy
DTMO	Defense Travel Management Office
EFCS	electronic fingerprint capturing station
FAST	Fundamental Applied Skills Training
FBP	fee basis provider
FEP	final evaluation phase
FY	fiscal year
GC	Guidance Counselor
GPC	government purchase card

GS	Government Scheduled
GSA	Government Service Administration
HIV	human immunodeficiency virus
HRA	Human Resources Assistant
HRS	hours
HTS/DS	hometown shipping/direct ship
IT	intensive training
ITA	Intermittent Test Administrators
ITE	instructional training exercises
ITS	Information Technology Specialist
LCPO	Leading Chief Petty Officer
LEADS	Local Effective Accession Delivery System
LPO	Leading Petty Officer
MA	Military Available (Market)
MCA	mid-cycle assessment
MCRD	Marine Corps Recruit Depot
MDCA	maximum daily capacity allocation
MEPS	Military Entrance Processing Station
MET	military entrance test
MILPERS	military personnel
MILPERSMAN	military personnel manual
MLT	meals, lodging, transportation
MPN	military personnel, Navy
NAVCRUITCOM	Navy Recruiting Command
NAVCRUITDIST	Navy Recruiting District
NAVCRUITREG	Navy Recruiting Region
NAVCRUITSTA	Navy Recruiting Station
NAVET	navy veteran
NAVFAC	Naval Facilities Engineering Command
NCO	non-commissioned officer
NEC	Navy enlisted classification
NES	Navy enlisted system



NMCI	Navy Marine Corps Intranet
NSA	Naval Support Activity
NSTC	Naval Service Training Command
OM&N	operations and maintenance, Navy
OSVET	other service veteran
P&A	pay and allowances
PASS	Personal Applied Skills Streaming
PATE	production, analysis, training and evaluate process
P-Days	processing days
PDC	personally developed contact
PEI	pre enlistment interview
PH	USS Pearl Harbor
PiCAT	prescreen Internet based computerized adaptive testing
PII	personally identifiable information
PS	prior service
PSI/ENTNAC	personnel security investigation/entrance national agency check
PT	physical training
PULHES	physical, upper/lower, hearing, eyes, psychiatric
QRP	quality review program
OPM	Office of Personnel Management
OSD	Office of the Secretary of Defense
RAF	recruiter assignment factor
RDC	Recruit Division Commander
R-OPS	NAVCRUITDIST Operations Officer
RTC	Recruit Training Command
R-TOOLS	recruiter tools
SAPR	sexual assault prevention and response
SDP	same day processing/processor
SL	service liaison
SME	subject matter expert
SOP	standard operating procedures

SORM	standard organization and regulations of the U.S. Navy
STP	student testing program
TA	Transportation Assistant
TCO	Test Control Officer
TST	Test Score Technician
UBIS	USMEPCOM Business Intelligence System
UCMJ	uniform code of military justice
UF	unclassifiable fingerprint
UMF	USMEPCOM form
USAF	United States Air Force
USMEPCOM	United States Military Entrance Processing Command
USMIRS	USMEPCOM Integrated Resources System
UMR	USMEPCOM regulation
VALOR	value oriented recruiting

## I. INTRODUCTION

*Street to Navy Enlisted Sailor Costing* is a project to identify and analyze the process associated with recruiting, processing, and training Navy recruits through basic training. The combination of recruiting, processing, and training transforms a civilian prospect into an enlisted Navy Sailor.

The primary objective was to identify the processes and associated costs attributable to a civilian becoming an enlisted Navy Sailor. The objective was to calculate the cost for completing all of these processes. Through research and process mapping, we were able to identify the cost categories associated with transforming a civilian into an enlisted Navy Sailor. To accomplish the objective of answering how much it costs to recruit, process, and train through basic training, we map the process that an individual completes when becoming an enlisted Navy Sailor. Through process analysis, we identify the costs and evaluate the cost behavior with respect to volume for transforming a civilian into an enlisted Navy Sailor. The process analysis identified three stages that an individual completes before becoming an enlisted Navy Sailor. An individual becomes a prospect, an applicant, and then finally a recruit before becoming an enlisted Navy Sailor. There are also three primary organizations responsible for the process: Navy Recruiting Command (NAVCRUITCOM), United States Military Entrance Processing Command (USMEPCOM), and Recruit Training Command (RTC). We describe each of those organizations and their relationship to the transformation process.

It is important to note we did not want to hinder the ability of these organizations to accomplish their mission during our collection of information. It was also critical at the end of the project to provide truthful, fair, and unbiased information. The numbers and descriptions represented in this project were based off actual data and events our team collected across organizations. The information selected was not in favor of one set of stakeholders over another.

## **A. BACKGROUND**

As the United States Navy continues to explore options for recruiting and retaining personnel, it becomes apparent that knowing how much it costs to transform a civilian into an enlisted Navy Sailor is critical to aid future decisions. The Navy is currently revising its training program to reduce costs. “Sailor 2025 is a transformational Navy training initiative that focuses on optimizing a Sailor’s on-the-job performance across his/her career in an efficient and cost-effective manner” (Naval Air Warfare Center, 2016). Leaders in the Navy are making decisions to reduce training costs and improve fleet readiness. To optimize future decision-making, especially in regard to Sailor 2025, we believe leaders need to know the actual costs incurred in the transformation process. Our project focused on researching activities an individual completes when becoming an enlisted Navy Sailor and determining the cost for completing this transformation. We determined that for decision makers to fully understand the implications of their decisions regarding changes to the training program, they need to know how much it costs to train those individuals to become an enlisted Navy Sailor. After calculating this cost, it could be added to the cost for training that Sailor for a certain job or particular specialty at “A” and “C” schools. For example, if leaders knew the cost to transform a civilian into a Sailor and knew the cost to train that Sailor to become an air traffic controller, now they know the total actual cost the Navy had invested in that Sailor. Afforded this data, decision makers could determine the length of contracts appropriate to get a reasonable return on that initial investment in the individual enlisted Sailor. Further, this information provides leaders with valuable information for future decisions concerning investing in people or capital. Knowing the actual instead of budgeted costs for recruiting, processing, and training Sailors enables leaders to determine the number of individuals it should strive to transform into enlisted Navy Sailors, given future budget constraints. We wanted to provide data so decision makers could decide the options that provided the greatest benefit to the United States Navy.

To understand the transformation process, we need to recognize all of the organizations involved. We researched each organization to determine their mission statement and processes to accomplish their respective missions. This research became the primary objective of the project once our team began its analysis. There are three primary organizational entities involved in transforming a civilian into an enlisted Navy Sailor. NAVCRUITCOM is responsible for recruiting civilian prospects from the available civilian market. USMEPCOM is responsible for processing applicants once NAVCRUITCOM has recruited the individual and ensures they are shipped to RTC as recruits. Lastly, RTC is responsible for training the recruit once USMEPCOM processes them through its respective processing system as the individual transforms into an enlisted Navy Sailor. We provide the basic background information for each of the entities responsible for the transformation process.

## **1. Navy Recruiting Command**

Navy Recruiting Command (NAVCRUITCOM) is responsible for the prospecting, screening, selling and initial processing of eligible applicants for potential naval service.

### **a. Mission**

NAVCRUITCOM is the entity responsible for the standardization, regulation, and oversight of the recruiting process; and is headquartered aboard Naval Support Activity (NSA) Millington, Tennessee. Their purpose is to find suitable personnel that meet the Bureau of Naval Personnel (BUPERS) specified needs.

### **b. Organizational Structure**

NAVCRUITCOM divides the nation into two Navy Recruiting Regions (NAVCRUITREGs), East and West, which are supported by 26 Navy Recruiting Districts (NAVCRUITDISTs). Within each NAVCRUITDIST are divisions of Navy Recruiting Stations (NAVCRUITSTAs), which are established based on the

organization of demographic data (United States Commander, Naval Recruiting Command [COMNAVCRUITCOM] (2011a) ch. 3, sec. 1, p. 4).

In its entirety, NAVCRUITCOM is composed of approximately 6,304 employees, 5,652 military personnel, 652 GS (General Schedule) civilians, and an undisclosed number of contractors. NAVCRUITCOM administrative support personnel ranging from E-1 through E-9 for enlisted, O-1 through O-7 for officers, and GS-5 through GS-15 for civilians. The commander of NAVCRUITCOM is a Rear Admiral Lower-Half (O-7). A Commodore (O-6) commands each NAVCRUITREG. Contractors are utilized for various functions throughout the NAVCRUITCOM enterprise; there are several contractors at COMNAVCRUITCOM, and usually two to four contractors at each NAVCRUITREG and NAVCRUITDIST.

#### (1) Navy Recruiting Regions and Districts

The NAVCRUITDISTs are the higher authority to the recruiting stations and provide many support services to the stations. According to COMNAVCRUITCOM 1130.8J (COMNAVCRUITCOM, 2011a), NAVCRUITDISTs regularly conduct mail-outs of recruiting advertisements to certain selected markets, on behalf of the NAVCRUITSTAs within their area, in support of the recruiting effort (ch. 4, sec. 1, p. 4). The instruction also explains that a NAVCRUITSTA that requires a mail-out of recruiting advertisements to target their market must submit a list of valid candidates through the LEADS production team. Individual NAVCRUITSTAs are prohibited from conducting mail-outs, however, individuals may conduct mail-outs as long as they are limited in scope. When a valid list of candidates is received through the LEADS production team, the list is evaluated by the NAVCRUITDIST to determine cost effectiveness and approval (COMNAVCRUITCOM, 2011a, ch. 4, sec. 1, p. 4).

The Region Commander is responsible for the oversight of the NAVCRUITDISTs Delayed Entry Program (DEP) applicants in their region, ensuring compliance with COMNAVCRUITCOMINST 1130.8J. When trends

indicate adverse conditions may be present or excessive attrition rates are developing, the NAVCRUITREG Commander will initiate a DEP audit, or other corrective actions they may deem suitable (COMNAVCRUITCOM, 2011b, ch. 1, sec. 1, p. 2). DEP audits are conducted by the Division Leading Chief Petty Officer (DLCPO), where they evaluate the program's effectiveness and conduct face-to-face interviews, maintaining the results for a period of 2 years (ch. 2, sec. 1, p. 10).

The NAVCRUITDIST Commander is responsible for the complete oversight of the NAVCRUITSTAs DEPs in their district, ensuring compliance with Instruction 1130.8J; in addition to, instituting policies inside the district to reinforce standards and reduce program inefficiencies (COMNAVCRUITCOMINST, 2011b, ch.1, sec.1, p. 2). The NAVCRUITDIST public affairs officer is responsible for all processing of news releases regarding the DEP. The NAVCRUITDIST Operations Officer (R-OPS) will maintain a database of probable issues that may arise in the district, conduct a monthly attrition analysis, and ensure the use of the "DEP Tool Kit" in program preparation (COMNAVCRUITCOMINST, 2011b, ch.1, sec.1, p. 3). These tasks require labor, office supplies, technological office resources, and access to facilities. NAVCRUITDIST senior leadership is required to attend a minimum of 1 DEP function per month, but they should strive to attend as many as practical.

## (2) Navy Recruiting Stations

Navy Recruiting Stations (NAVCRUITSTA) are where the actual recruitment of qualified individuals takes place. NAVCRUITSTAs are created based on a market share that best identifies potential productivity and are established and closed based on market potential (COMNAVCRUITCOMINST, ch.4, sec.1, p. 5). The NAVCRUITSTAs are staffed based on the Recruiter Assignment Factor (RAF), which is a relation between market and recruiter share, and is calculated using the market share (COMNAVCRUITCOMINST, 2011a, ch.3, sec.1, p. 4). Generally, after a NAVCRUITSTA has been

established and staffed, zip codes will be added or subtracted to create a market share consistent with the RAF value and station size: large (more than five recruiters), medium (3–4 recruiters), small (1–2 recruiters) (COMNAVCRUITCOMINST, 2011a, ch.4, sec.1, p. 6).

The Leading (Chief) Petty Officer (LPO/LCPO) is responsible for the overall supervision of the DEP activities within the NAVCRUITSTA; the LPO/LCPO schedules and coordinates all functions in accordance with the COMNAVCRUITCOMINST 1130.8J. The instruction requires that the LPO/LCPO be in regular communication with all future Sailors in the program, with a minimum of 3 phone contacts and 2 face-to-face interactions required (COMNAVCRUITCOMINST, 2011b, ch.1, sec.1, p. 6).

## **2. U.S. Military Entrance Processing Command**

U.S. Military Entrance Processing Command (USMEPCOM) is responsible for the screening, processing, and shipping of eligible applicants from across all military services.

### **a. Mission**

USMEPCOM, under the Office of the Secretary of Defense (OSD), evaluates applicants, 17 years or older, by applying established DOD standards during processing for military service (United States Military Entrance Processing Command [USMEPCOM], 2016f, p. 2). USMEPCOM, “Freedom’s Front Door,” is staffed by approximately 2,800 joint military and Department of the Army (DOA) civilians, who ensure each applicant for enlistment satisfies Department of Defense (DOD) and service-specific standards for aptitude testing, medical readiness, and all other requirements (USMEPCOM, 2016f, p. 2). Fundamentally, USMEPCOM is a service driven organization that strives to support the recruitment demands of each military service while maintaining high standards of quality control to determine if the applicant is fit to serve in the military or Coast Guard.



## b. Organizational Structure

As seen in Figure 1, USMEPCOM's hierarchy consists of 65 Military Entrance Processing Stations (MEPS), each geographically distributed across the United States and Puerto Rico (USMEPCOM, 2016g). USMEPCOM is headquartered in North Chicago, Illinois and is broken up into 2 geographic sectors: Eastern and Western. These two geographical sectors are further broken up into 12 battalions; 6 within the Eastern Sector and 6 within the Western Sector. Thirty-one MEPS make up the Western Sector and 34 MEPS make up the Eastern Sector (USMEPCOM, 2016g). Each of the 65 MEPS is sub-categorized into small, medium, and large MEPS based on enlistment and full physical processing capacity (USMEPCOM, 2015c, p. 4). USMEPCOM consists of 67 total facilities (including the 65 MEPS) with 21 located on military installations, 13 are located in federal buildings and 33 are located in commercially leased buildings (Satterwhite, 2016, p. 8).



Figure 1. Map of All 65 MEPS within USMEPCOM. Source: USMEPCOM (2016g).

Service guidance counselors (GC), also known as service liaisons (SL), from the Navy (Active Duty and Reserve), Marine Corps (Active Duty and Reserve), Army (Active duty, Reserve and National Guard), Air Force (Active Duty, Reserve and National Guard), and Coast Guard (Active Duty and Reserve) cohabitate within each MEPS, as a separate processing office (Department of Defense [DOD], 2011, p. 10). These GCs, referred to as an enlistment classifier in the Navy (Department of the Navy [DON], 2016, p. 471), act as liaisons between USMEPCOM and service recruiters, but do not report to the MEPS Commander. GCs are expected to uphold and enforce all USMEPCOM and service-specific requirements for applicant processing as well as coordinate applicant scheduling with local recruiters on a daily basis (DON, 2016, p. 587). Expendable supplies, managed by USMEPCOM, are shared with guidance counselors at each MEPS (DOD, 2011, p. 10). All applicant data that is input by the MEPS Navy GC/SL is reflected automatically in the Navy Enlisted System (NES) (DOD, 2011, p. 472). The Navy GC is also able to access the Career Waypoints (C-WAY) authoritative system for rating entry standards and initial classification of applicants at MEPS (DOD, 2011, p. 1, 708).

### **c. Staffing Distribution**

Each MEPS consists of a headquarters group, operations group, processing element, medical element, and testing element (USMEPCOM, 2015a, p. 7). Many MEPS vary in their staffing distribution, but the following is the USMEPCOM recommended staffing model.

All three subordinate elements a MEPS are commanded, directed, and coordinated by the headquarters group, which ensures overall administrative, personnel, and logistical services are accomplished (USMEPCOM, 2015a, p. 8). This group consists of at least the MEPS Commander (O-4 or above), Senior Enlisted Advisor (E-8), Chief Medical Officer (CMO) (GS-13), Assistant Service Technician (GS-7), and another Assistant Service Technician (GS-6)

(USMEPCOM, 2015a, p. 9). Some MEPS can receive authorization for an Assistant CMO (GS-12) on a case-by-case basis (USMEPCOM, 2015a, p. 9).

The MEPS operations group coordinates directly with recruiting commands, service recruiters, and service liaisons to resolve problems and issues (USMEPCOM, 2015a, p. 9). This group also investigates fraudulent enlistment allegations and Congressional inquiries (USMEPCOM, 2015a, p. 9). The operations group manages all applicant and non-applicant policies and procedures. This group consists of an Operations Officer (O-3 or O-4) and an Information Technology Specialist (GS-9) (USMEPCOM, 2015a, p. 9). Some MEPS have an Assistant Operations Officer (O-3) and there are 56 Assistant Operations Officers employed across USMEPCOM (USMEPCOM, 2015a, p. 9).

All administrative, applicant, processing activities are controlled, coordinated, and supervised by the processing element at MEPS (USMEPCOM, 2015a, p. 10). This element operates the MEPS control desk and files room, arranges meals and lodging, performs one-on-one interviews with enlistees prior to enlistment, takes applicant fingerprints, makes transportation arrangements, and reconciles the centrally billed accounts (CBA) (USMEPCOM, 2015a, p. 10). This element consists of a processing NCO (E-7 or GS-8), Transportation Assistant (TA) (GS-6), Processing Specialist (E-5), Human Resources Assistants (HRA) (GS-5), Lead HRA (GS-7) (USMEPCOM, 2015a, p. 11). The number of each position is based on a linear staffing equation using a monthly average statistics pulled from USMEPCOM Business Intelligence System (UBIS) for accessions (shippers) and DEP, seen in Figure 2. This staffing equation in combination with statistical data have the potential to produce actual labor and their associated costs across USMEPCOM.

Staffing Equation	y = a + b <sub>1</sub> x <sub>1</sub> + b <sub>2</sub> x <sub>2</sub> , results multiplied by 1.20 to account for indirect work and divided by monthly availability factor of 145 hours.																						
	a = 725 (fixed manhours)																						
	b <sub>1</sub> = .50 (interval costs for monthly average number of accessions processed)																						
	b <sub>2</sub> = 1.78 (interval costs for monthly average number of DEP-Ins processed)																						
	x <sub>1</sub> = latest monthly average number of accessions processed. x <sub>2</sub> = latest monthly average number DEP-Ins processed.																						
Staffing Title:	The latest monthly average number of accessions and DEP-Ins processed.																						
Staffing Definition	The latest monthly average number of Active, Reserve, and National Guard accessions plus the active and Reserve DEP-Ins processed.																						
Staffing Source	UBIS (former QuiCR) Data prepared by HQ USMEPCOM, J5 Strategic Planning & Transformation, Analysis Branch (MEPT-AB)																						
Manpower Requirement	4																						
Requirements Earned					5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	Civilian Positions	
Line	Duty Title	Civilian Series	Grade	Position Delineation	Number and Type of Positions																Job Title	Series	
1	Processing NCO		E7	M/C	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	Supv HRA	GS-203-08
2	Transportation Asst	02102	GS-6	C	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
3	Processing Specialist		E5	M	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
4	HRA	00203	GS-5	C	1	2	3	4	5	6	6	7	8	8	9	10	11	11	12	13	14		
5 **	Lead HRA	00203	GS-6	C		1	1	1	1	2													
6 ***	Processing Technician	00303	GS-5	C																			
** A Lead HRA (GS-06) position can be earned when the total number of processing specialists and human resource assistants exceed three or more.																							
*** A Processing Technician can be requested in place of an HRA to assist with the Transportation Assistant responsibilities.																							

Figure 2. Processing Element Linear Staffing Equation.  
Source: USMEPCOM (2015a).

The testing element is divided into two areas: enlistment and student tests. Enlistment testing works to evaluate applicants based on their aptitude and qualification for enlistment into each military branch according to eligibility requirements established by their service (USMEPCOM, 2015a, p. 11). These staff members work both inside the MEPS and at military entrance test (MET) sites. The student testing division conducts student testing at local high schools and collegiate schools; conducts the ASVAB Career Exploration Program; and markets/promotes the student testing program while coordinating closely with service recruiters (USMEPCOM, 2015a, p. 11). The entire testing element consists of a Test Control Officer (TCO) (GS-9), Education Services Specialist (GS-11), Test Specialist (E-5), Test Score Technician (GS-7), Test Coordinator (GS-7), and Test Clerks (GS-5) (USMEPCOM, 2015a, p. 12). MEPS have the option to hire an authorized number of Intermittent Test Administrators (ITA) to conduct ASVAB testing at MET sites (USMEPCOM, 2016c, p. 41). Some MEPS can have a Lead Test Clerk (GS-6) based on their level of workload. Similar to the processing element, the testing element applies a linear staffing equation by

considering monthly average number of enlistment and student tests pulled from UBIS, which can be seen in Figure 3.

Staffing Equation	y = a + b <sub>1</sub> x <sub>1</sub> + b <sub>2</sub> x <sub>2</sub> , results multiplied by 1.20 to account for indirect work and divided by monthly availability factor of 145 hours.																
	a = 725 (fixed manhours)																
	b <sub>1</sub> = .0625 (interval costs for monthly average number of enlistment tests processed)																
	b <sub>2</sub> = .0609 (interval costs for monthly average number of student tests processed)																
	x <sub>1</sub> = latest monthly enlistment tests. x <sub>2</sub> = latest monthly student tests.																
Staffing Title:	The latest monthly average number of enlisted and student tests administered.																
Staffing Definition	The latest monthly average number of enlisted and student tests administered is obtained by adding the total number of both tests and divide the total by the appropriate number of months.																
Staffing Source	UBIS (former QuIC-R) Data prepared by HQ USMEPCOM, J5 Strategic Planning & Transformation, Analysis Branch (MEPT-AB)																
Manpower Requirement	6																
Requirements Earned					6	7	8	9	10	11	12	13	14	15	Civilian Positions		
Line	Duty Title	Civilian Series	Grade	Position Delineation											Job Title	Series	
1	Test Control Officer	00301	GS9	C	1	1	1	1	1	1	1	1	1	1			
2	Education Services Specialist	01740	GS11	C	1	1	1	1	1	1	1	1	1	1			
3	Test Specialist		E5	M	1	1	1	1	1	1	1	1	1	1	Test Clerk	GS-303-05	
4	Test Score Technician	00303	GS7	C	1	1	1	1	1	1	1	1	1	1			
5	Test Coordinator	00303	GS7	C	1	1	1	1	1	1	1	1	1	1			
6 **	Lead Test Clerk	00303	GS6	C				1	1	1	1	2	2	2			
7	Test Clerk	00303	GS5	C	1	2	3	3	4	5	6	6	7	8			
** A Lead Test Clerk (GS-06) position can be earned when the number of Test Clerks exceed three or more in the testing element.																	

Figure 3. Testing Element Linear Staffing Equation.  
Source: USMEPCOM (2015a).

Full physical examinations and medical inspections, used to determine applicant medical fitness prior to entry into the military, are performed and managed by the medical element at each MEPS (USMEPCOM, 2015a, p. 12). This element consists of a Medical NCO (E-7), Medical Specialist (E-5), Medical Technicians (GS-6), and Lead Medical Technician (GS-7) (USMEPCOM, 2015a, p. 13). The medical element also uses a linear staffing equation based on average monthly full physicals and inspections pulled from UBIS, which is seen in Figure 4.

	y = a + b <sub>1</sub> x <sub>1</sub> + b <sub>2</sub> x <sub>2</sub> , results multiplied by 1.20 to account for indirect work and divided by monthly availability factor of 145 hours.																										
Staffing Equation	a = 350 (fixed manhours)																										
	b <sub>1</sub> = 1.0 (interval costs for monthly average number of physical examinations processed)																										
	b <sub>2</sub> = .4 (interval costs for monthly average number of medical inspections processed)																										
	x <sub>1</sub> = latest monthly average number of physical examinations.																										
	x <sub>2</sub> = latest monthly average number of medical inspections.																										
Staffing Title	The latest monthly average number of physical examinations and inspections completed.																										
Staffing Definition	The latest monthly average number of male and female non-applicant physical examinations and physical inspections for all applicants to the military services, prior service applicants, officer candidates, persons applying for appointment to commissioned officer status, health care professionals, Reserve officer personnel obtaining retention physicals, and personnel of non-Department of Defense Federal agencies. The monthly average is obtained by adding the total number of male/female physicals and inspections, and non-applicant physicals and dividing the total number by the appropriate number of months.																										
Staffing Source	UBIS (former QuIC-R) Data prepared by HQ USMEPCOM, J5 Strategic Planning & Transformation, Analysis Branch (MEPT-AB).																										
Manpower Requirement	3																	Civilian Positions									
Requirements Earned															3	4	5						6	7	8	9	10
Line	Duty Title	Civilian Series	Grade	Position Delineation															Job Title	Series							
1	Medical NCO		E7	M	1	1	1	1	1	1	1	1	1	1	1	1	1	1	Supv Med Tech	GS-645-09							
2	Med Spec		E5	M	1	2	2	2	3	4	4	5	6	7	7	8	9		Med Tech	GS-645-06							
3 *	Med Tech (DAT)	00645	GS6	C	1	1	1	2	2	2	2	2	2	2	2	2	2	2									
4 **	Lead Med Tech	00645	GS7	C			1	1	1	1	2	2	2	2	3	3	3										
* A Med Tech (DAT) position cannot total more than 2 authorizations per MEPS.																											
** A Lead Med Tech (GS-07) position can be earned when the total number of Medical Specialists and Medical Technicians exceed three or more.																											

Figure 4. Medical Element Linear Staffing Equation. Source: USMEPCOM (2015a).

The medical element can also request additional local physicians to support higher applicant demands. These physicians are called fee-basis providers (FBP) or traveling FBP, if not local. Unlike a FBP, a traveling FBP can potentially require additional costs for travel and lodging on top of their labor-hours. Unlike the CMO or ACMO, most FBP are not able to profile (determine if applicant is cleared to enlist) applicants unless trained and authorized (United States Military Entrance Processing Command [USMEPCOM], 2016d, p. 1-14). The Medical NCO is responsible for checking the projected medical workload 24 hours prior and requesting an FBP (USMEPCOM, 2016d, p. 1-9). Determination is made based on assigned point values for applicants based on age and gender, which can be seen in Figure 5.

	Projected Work	Weighting Factor	Total Weighted Points	Total Weighted Exam Points	Practitioners Authorized
A. Male exams, age 39 or less		x 1.0 =		0-18 =	1 (CMO/ACM O/FB-CMO)
B. Male exams, age 40 or over		x 2.0 =		19-42 =	2
C. Male inspections		x 0.1 =		43-66 =	3
D. Female exams, age 39 or less		x 2.0 =		67-90 =	4
E. Female exams, age 40 or over		x 3.0 =		91-114 =	5
F. Female inspections		x 0.2 =		115-138 =	6
G. Records review/consults (each)		x 0.3 =		139-162 =	7
H. Total weighted exams			XXXX		
Notes: MEPS with an Assistant CMO will consider one FBP position met. A FBP undergoing initial training will not be considered as a provider present for duty (indicate "Initial Training" on the Provider Work Record Sheet). FBPs doing initial training must have their work hours entered into the FBP Application.					

Figure 5. Medical Determination Table. Source: USMEPCOM (2016d).

### 3. Recruit Training Command

Recruit Training Command (RTC) is the organization responsible for transforming recruits into Sailors for the U.S. Navy. RTC provides a key capability to the U.S. Navy and is the sole accession basic training command for enlisted personnel within the U.S. Navy. During a period lasting approximately 8 weeks, RTC provides an effective, tailored training environment which provides a substantive transition process responsible for acclimation, basic training, skill and knowledge building activities, and a guarantee to the Navy that the graduating Sailor is ready to be a participating member of the Navy team. Annually, RTC trains over 35,000 recruits according to policies and regulations to meet the growing needs of the Navy.

#### a. Mission

An analysis of an organization's mission statement clearly defines the purpose of the organization. RTC has long been the Navy's sole recruit training program through its Basic Military Training (BMT) and Navy Veteran/Other Service Veteran (NAVET/OSVET) training processes. A key component of that training resides in the proper training, preparation, and experience of the Recruit

Division Commanders (RDC). RTC's mission statement from their public website specifically addresses the key role RDCs play in enabling RTC to achieve its mission:

The mission of Recruit Training Command is embodied in the Recruit Division Commander's Creed: "These recruits are entrusted to my care. I will train them to the best of my ability. I will develop them into smartly disciplined, physically fit, basically trained sailors. I will instill in them, and demonstrate by my own example, the highest standard of Honor, Courage, and Commitment." Supplying the fleet with top-quality basically trained Sailors ready for follow-on training is why we are here. The leadership of Recruit Training Command cannot do this alone. It takes the dedication, hard work, and selflessness of our committed staff to pull everything together. ("Recruit Training Command: Mission," n.d.)

However, internally, according to RTCINST 3000.1A (2004), RTC's mission is to transform recruits into Sailors. RTC's training staff perform the following:

1. An orderly and progressive adjustment to military life.
2. Basic military indoctrination that contributes to successful future service in the Navy.
3. Physical fitness training that will enable recruits to maintain a level consistent with the rigors of Navy life.
4. An atmosphere conducive to reinforcing the Navy's Core Values of Honor, Courage, and Commitment.
5. A training environment reflecting an emphasis on the health, safety and welfare of each recruit.

RTCINST 3000.1A provides a more comprehensive mission statement to stakeholders of RTC's mission within the scope of RTC's standard operating procedures (SOP).

#### **b. Military Training Department**

The RTC Military Training Department is responsible for the majority of the training that occurs at RTC. Fleet Commanders and Fleet LCPOs are assigned within the Military Training Department and are responsible for the training



process for a group of ship facilities. Fleet Commanders and Fleet LCPOs are required to be familiar with SOP and the Standard Organization and Regulations of the U.S. Navy (SORM), direct on-going training for personnel that train recruits (Recruit Training Command [RTC], 2004).

Each training ship's Group Commander, who reports to the Fleet Commander, are responsible for the organization, leadership, health, welfare, morale, administration, and ensure proper conduct for all recruits and staff under their supervision throughout all phases of military training and the performance of their duties (RTC, 2004). All ship's personnel report to the Group Commander concerning the daily training and operation of the ship. In addition, some of the Group Commander's responsibilities include: brief RDCs prior to receiving a new division, perform unscheduled inspections of all ship training spaces, and conduct Welcome Aboard briefs to recruits on the first day of week 1. Ship recruits are also informed of the relationships between the Navy, the command, the ship, and the SORM regulations and procedures (RTC, 2004). The command structure is displayed in Figure 6.

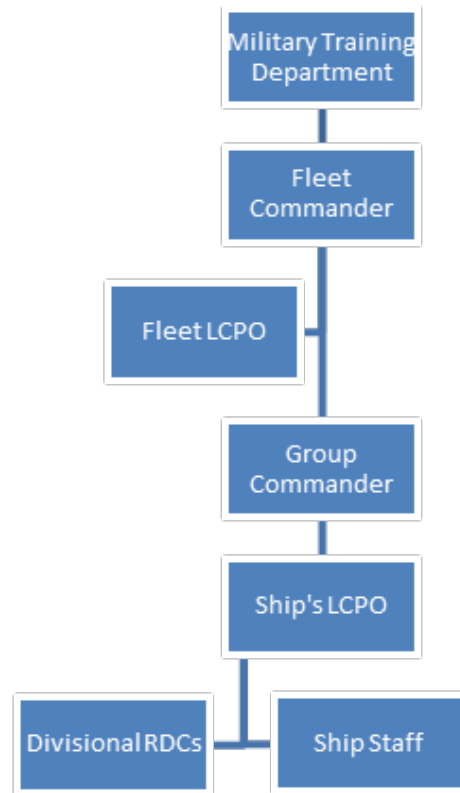


Figure 6. RTC Training Staff Organizational Structure.  
Adapted from RTC (2004).

The Ship LCPO reports directly to the Group Commander and provides organization, leadership, morale, supervision, and ensures proper conduct and evaluation of recruits and staff in all phases of military training and duties. The Ship LCPO is the principle assistant to the Group Commander and serves as an advisor to the Group Commander on all matters concerning enlisted staff members and recruits. The Ship LCPO will assign RDCs to a division, assigning a female RDC to an integrated division (male and female recruits), provide a balance of experience among the RDCs, and balance collateral duties and leadership among RDCs according to RTC's command policy as manning allows (RTC, 2004).

Divisional RDCs report to the Group Commander via the Ship LCPO. No less than 3 RDCs are assigned to each recruit division, with 1 being a CPO (if manning allows). All recruits report to the RDC via divisional staff for all matters

of training, safety, and day-to-day operation. RDCs continually monitor the daily operations of the recruits within the ship to ensure compliance with all instructions and the SORM. RDCs are responsible for training recruits in the proper conduct of military drills and will provide counseling to recruits as necessary. In addition, the RDC will maintain the highest professional code of conduct, ethics, and maintain a professional appearance at all times. RDC Standards of Conduct are strictly enforced per RTC guidelines, SOPs, the SORM, and RTCINST 1552.1 (REDBOOK). RDCs are also responsible for the physical training of recruits that include motivational tools while training recruits. Only authorized exercises are permitted which include Instructional Training Exercises (ITE) to correct sub-standard performance, Intensive Training (IT) as a motivational tool and is warranted to improve a recruit's attention to detail, or Advanced Intensive Training (AIT), which is an extension of ITE designed for recalcitrant recruits that show little or no benefit from IT (RTC, 2004).

## **B. PROJECT SCOPE**

First, our research report only focuses on the processes and cost categories to transform a civilian prospect into an enlisted Navy Sailor. The collection of data became a constraint and we were only able to gain access to certain databases needed to calculate or identify cost.

Second, we determined during our literature review that MEPS geographic locations influence costs. For instance, the transportation cost for moving a recruit from Puerto Rico to RTC is different than the cost for transporting a recruit from Idaho. The distance traveled between various MEPS locations and RTC varies, which influences cost. We determined that these incremental costs were too variable for the scope of our project; however, future projects may want to address the differences in cost.

Our research and the literature review demonstrated that the location of NAVCRUITCOM recruiting stations affect costs to recruit a civilian. For example, the average cost of recruiting civilians in a highly populated area is less than

recruiting in a sparsely populated region. There are numerous existing projects that have addressed this issue and have provided details on how the locations of recruiting stations influence cost (Munoz, 1997). However, for the purpose of this project we determined these incremental costs were insignificant in the broad scope of our project. This is not to say the Navy should not strive to optimize the locations of recruiting stations, given the information provided in previous projects, but our project did not focus on this optimization. The objective of our project was to provide reliable information to decision makers on the average cost for recruiting personnel.

Lastly, the data provided by the three organizational entities involved in the process greatly influenced the scope of our project. In the beginning, we sought to calculate the cost at each entity based on our understanding of each entity's processes and use an appropriate cost allocation method to calculate that cost. We applied essential principles of cost accounting and attempted to analyze each entity separately. For instance, we originally determined that we should use Activity Based Costing to allocate the indirect costs of USMEPCOM based on our understanding of the MEPS process. After attempting to gain access to data systems utilized by USMEPCOM, we determined it was infeasible to gain the data needed to use Activity Based Costing to allocate indirect costs. Instead, using process analysis, we were able to determine the most appropriate cost method to utilize for each entity. The limited data we received from USMEPCOM did not provide enough granularity to allow us to utilize Activity Based Costing.

Given our data constraints, the focus of the project shifted to analyzing the processes of the three entities. When data were available, the focus remained on analyzing processes in order to calculate total costs. When data was unavailable, we analyzed the processes more thoroughly and utilized the cost information provided by the entity for the project. For example, USMEPCOM uses various databases and systems, which we could not gain access to throughout the project. Our team determined it was not ideal to use budgeted information in

conjunction with actual and hypothetical process analysis. This is one example of how the data provided influenced the scope of our project.

### **C. RESEARCH APPROACH**

The project took a three-step approach to analyze the overall process and determine the cost of recruiting, processing, and transforming a civilian into an enlisted Navy Sailor. First, we outlined the transformation process that an individual completes between recruitment from NAVCRUITCOM, MEPS processing, and graduation from RTC. The team started by creating an overall process swimlane diagram. Once we mapped this overall process, it became apparent the process was far more complex than was originally anticipated. We determined the project would focus on each entity involved in the transformation process, starting with the prospecting phase and ending with the recruit phase. After conducting research, we created a sub-process swimlane diagram for each of the entities involved to map their individual processes. For the team to understand the numerous databases and systems utilized during the entire process, we first needed to understand the processes of each entity. To understand the overall process, each entity's sub-processes, activities, tasks, and steps were identified and mapped. Secondly, we identified the available and relevant databases used to calculate costs at each of the entities. Once the databases were identified, we attempted to gain access to those databases to calculate the costs incurred at each step of the process. Given certain data restrictions, it became difficult to gain access to all of the relevant databases we identified during our process analysis. With regards to the extent that data was unavailable, we conducted a simple cost benefit analysis to determine if it was appropriate to consume resources in order to gain access to the data. In our analysis of USMEPCOM, the cost of gaining access to the numerous systems utilized was greater than the benefit of determining the exact amount it cost to perform certain MEPS functions within their process. One of our project's objectives was to provide accurate information but at a minimal cost to the various stakeholders. Placing additional requirements on these organizations had

the potential to interfere with their primary tasks. Our cost estimation reflected the information we gained from previous projects and our understanding of the entities' processes. When data was unavailable, we focused on the process analysis of the entity. When data was available, we utilized the three-step research approach described above. For example, for NAVCRUITCOM and RTC we were able to map out the processes utilized to recruit and transform a civilian prospect into an enlisted Navy Sailor.

## **II. LITERATURE REVIEW**

The objective of this chapter is to identify and describe the body of research that has been conducted on the subject of measuring the costs of recruiting, processing, and training a civilian prospect into an enlisted Navy Sailor. The literature review is organized into four main areas, which include the overall process, prospect phase, applicant phase, and recruit phase.

### **A. OVERALL PROCESS**

Our team searched for reports on the costs associated with completing the entire process of recruiting, processing, and training a civilian into an enlisted Navy Sailor. We reference a report published in 1982 by McConnell and Hutzler, titled “Improved Marginal Pipeline Costs of Enlisted Personnel” that developed an estimate of the marginal pipeline costs of enlisted personnel in Fiscal Year (FY) 1982 dollars for each Military Service (McConnell & Hutzler, 1982). The study provided a methodology and associated costs by service per non-prior service accession for the pipeline period covering recruitment to arrival of the individual to their first duty assignment, which differs from the scope of our project which accounts for prospecting to completion of recruit training. The report separated training and non-training costs and provided a methodology supporting all of the calculations. The major deficiencies our team identified with this report is that it did not include corporate overhead incurred at any entity within the process. In addition, data from 1982 is outdated and numerous processes in the last decades have changed. Overall, the report provided a reference point to reconcile our methodology. Similar to our objectives, the major goal of the report was to provide cost information to leaders. Using this information allows leaders to determine the organizations that need to improve their processes to save money. This need that existed in the 1980s still exists today.

After thoroughly searching for additional information concerning the Navy’s entire processes we decided to search for reports performed on the other

services. This search revealed an analysis of the “United States Marine Corps Enlisted Entry-Level Training Using Supply Chain and Operations Management” written by Alfonso, Younger, and Oh (2010). The report highlighted information relevant to our project by providing details on the Marine Corps’ training pipeline. The training pipeline included training recruits at the depot and follow-on military occupational specialty training. The analysis provided information on the processes utilized and recommendations for ways the Marine Corps could reduce training costs. A limitation of Alfonso et al. (2010) is that it analyzed the processes for training enlisted marines and did not include the costs associated with recruiting and processing those Marines. We found this information useful during our initial analysis but decided to focus on mapping out the transformation process instead of providing recommendations to decision makers for improving the process. We wanted to analyze the overall process of recruiting, processing, and training instead of only focusing on one area.

## **B. PROSPECT PHASE**

For the prospecting phase, our team found multiple reports on the processes and costs associated with recruiting. All of the reports we identified focused on a particular area that impacted costs of recruiting individuals but none of them calculated the total cost to recruit an individual. First, a thesis by Munoz titled “An exploratory cost analysis of Navy Recruiting stations,” analyzed and determined the “relevant costs of different station locations and the potential effect of realignments on these costs” (1997). The thesis did not identify all of the costs associated with recruiting stations but still provided a reference point to compare a portion of the costs our team identified. Munoz (1997) identified that costs change based on the location of an individual. We decided that those costs were insignificant in the macro view of our project. Next, a thesis by Williams titled “Understanding the factors influencing Navy recruiting production” (2014) listed several factors that influence the number of recruiting accessions. The purpose of the thesis was to develop a statistical model that predicted a Navy Recruiting Station’s expected number of enlisted accessions and identified the



most relevant predictors of a station's recruiting potential. The thesis listed 17 variables that impacted recruiting and made it either easier or harder to find recruits. The thesis applied to our project because its purpose was to provide a model for decision makers to allocate resources efficiently to optimize recruiting. All of the variables identified in the thesis impacted costs in some manner. The thesis did identify that it costs more to recruit individuals in the spring than in the summer months due to the high school graduation date. We decided not to focus on individual months but provide costs across a full fiscal year. Lastly, a thesis in 1997 by McGregor titled "Analysis of enlisted recruiting patterns within the Department of the Navy" sought to determine the monthly cost per recruit for different recruiting expenses. Following other theses, McGregor (1997) emphasized that cost per recruit changed based on the month of the year. The only categories utilized to analyze the cost per recruit were communications, vehicles, automated data processing, and advertising costs. The thesis did not account for overhead or direct labor in the analysis. The report did include a cost per contract by month based on these limited cost categories providing a baseline to compare the costs we calculated for those same categories. Overall, there was existing literature on the processes and costs associated with NAVCRUITCOM, but none of the literature provided a detailed cost per accession. We compiled and utilized all the information provided in the existing literature to reconcile our efforts.

### **C. APPLICANT PHASE**

For the applicant phase we did not find a relevant costing or process analysis; however, we did find an analysis performed by the United States Air Force (USAF) in 1992 of the general MEPS process (Feo, Minadeo, Novikov, & Barnes, 1992). The study provided a good baseline for understanding the applicant phase and associated labor costs in a quantifiable manner. The major limitation of the study is that it only focuses on the labor costs and did not include numerous other costs our team identified during its process analysis, to include gender delineation. Comparing our team's process analysis to the USAF's

process analysis in 1992 revealed numerous changes for the applicant phase. Changes occurred because MEPS introduced biometric enrollment and tracking in the early 2000s. Overall, the project provided a high level MEPS process view from 1992 that provided a baseline. We did not find additional literature concerning the applicant phase that could help us complete our project. With no other existing literature, we decided to focus on regulations that control the processes utilized by USMEPCOM and applied by each MEPS. By studying regulations and compiling multiple documents that MEPS uses to process applicants we increased our understanding of MEPS and its potential cost drivers.

#### **D. RECRUIT PHASE**

For the recruit phase, our team searched for existing reports concerning training recruits at RTC and found limited information. Immediately, we turned our attention to training recruits for any of the services. We found a thesis by Hansbrough in 2000 titled, “An Activity-Based Cost Analysis of Recruit Training Operations at Marine Corps Recruit Depot, San Diego, California.” This thesis utilized Activity Based Costing to determine the cost to train a Marine. The thesis accomplished our goal to determine the cost to train a Sailor except it only applied to the Marine Corps. The analysis identified “total resource consumption of to be \$230 million annually, which included depot level activities, services, and products provided by USMC Recruit Depot, San Diego, California” (Hansbrough, 2000, p. V). In contrast to RTC, MCRD San Diego recruiters and drill instructors train in separate facilities located at the depot, adding complexity to the calculations. Hansbrough utilized Activity Based Costing to allocate the indirect costs to training recruits or one of the other services provided by the depot. After thoroughly allocating the direct costs through Activity Based Costing, the analysis calculated the total cost to train a Marine at the depot as \$13,296 (FY1999). The major takeaway from the project was the listing of sub-process costs. The analysis included items such as ammo, subsistence, religious support, and overhead. Over 24 sub-process costs were identified that provided a valuable

reference point for our project. This thesis provided a reference point to compare the sub-processes we identified in our process analysis. The major limitations of the report includes the timeframe in which it occurred and the service. The Marine Corps follows a different training pipeline for recruits than the Navy, which directly impacts the costs incurred to train their respective personnel. RTC's sole mission is to train Navy Sailors. We did not utilize Activity Based Costing to allocate indirect costs to different products because there is only one product produced at RTC, an enlisted Navy Sailor. We utilized the information provided in this thesis when performing our own analysis of RTC.

## **E. SUMMARY**

We found several documents that informed our project in various ways. The major goal of the literature review was to provide a reference point to compare the cost categories we identified in our analysis. The process analysis completed by prior theses helped us understand the organizations and processes analyzed by our project. A major theme we identified with the existing literature was the difficulty of obtaining data from the organizations analyzed. The literature review revealed a major deficiency in previous projects. The majority of the projects completely ignored the cost of overhead. We decided this was critical information that decision makers need to know. We attempted to identify all costs in our analysis to provide leaders with valuable information for future decisions.

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### III. METHODOLOGY

The preceding chapters have introduced the project and purpose for analyzing the costs of transforming a civilian prospect into an enlisted Navy Sailor. The objective of this chapter is to familiarize readers with process analysis and cost management concepts. Several key terms associated with process analysis and cost accumulation systems are included. Through our process analysis, we determined the most appropriate cost accumulation system to utilize to assign those cost to individuals. To understand the reasons we assigned costs utilizing particular methods, one must understand process analysis and cost management concepts.

#### A. PROCESS ANALYSIS

Process analysis is a tool that maps out the actions of an organization to produce a particular end product. It can be defined as “step-by-step breakdown of the phases of a process used to convey the inputs, outputs, and operations that take place during each phase” (“BusinessDictionary,” n.d.). To fundamentally understand process analysis, it is important to understand the concept of a business process. Webster dictionary defines process “as a series of actions that produce something or that lead to a particular result.” Normally, a diagram is developed to identify each step in which an action occurs to produce the particular result or end product in the process. The basic process of a Navy Sailor’s transformation is shown in Figure 7.

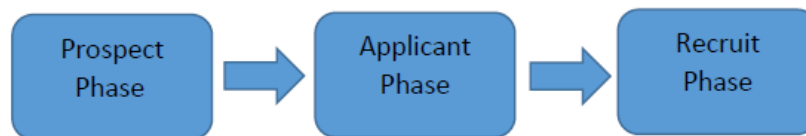


Figure 7. Transformation Process. Adapted from Darnton & Darnton (1997).

Underlying the basic process is a series of sub-processes, activities, tasks, and steps. These sub-processes, activities, tasks, and steps need to be both recognizable and identified in a chronological order. Inputs are transformed at each step of the process into more valuable outputs. We illustrate the recognizable process flow and chronological order in Figure 8.

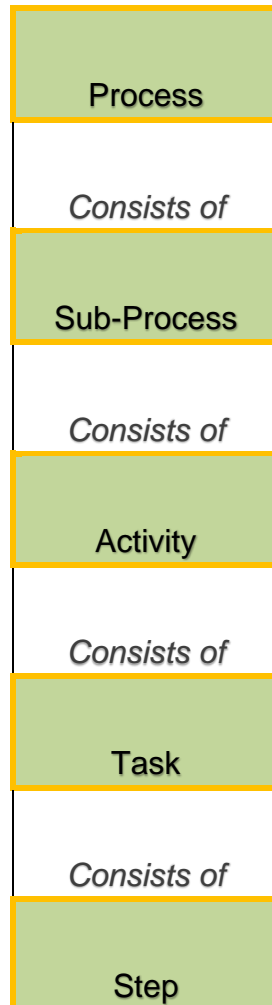


Figure 8. Process Progression. Adapted from Darnton & Darnton (1997).

We use process analysis to map the transformation of a civilian off the street into an enlisted Navy Sailor. Through this mapping process, we identified all of the phases and organizations that contribute to produce an enlisted Navy Sailor. Once the organizations were identified, we sought to understand the sub-

processes, activities, tasks, and steps of each phase within the process. To identify and understand all of the processes, we assigned an individual team member to research an organization's processes for each entity. Each team member mapped out all primary processes for their organization. Each sub-process, activity, task, and step is drawn so we understand the organization's impact on the transformation process and the potential costs associated with the process. The team then identified the costs associated with completing each step in the process. Given the lack of data required to calculate the costs for completing the activities in the process, we shifted our analysis to focus on the processes by thoroughly analyzing each entity.

During our initial process analysis it was apparent that each organization within our overall process possessed a core competency. As described in the introduction, NAVCRUITCOM possesses a core competency of prospecting. USMEPCOM possesses a core competency of processing applicants and RTC possesses a core competency of training recruits into Navy Sailors. Each of these organizations specializes in performing particular sub-processes that contribute to the overall process of producing an enlisted Navy Sailor.

## **B. COST MANAGEMENT**

Basic cost management terminology critical to understanding cost systems begins with identifying costs, such as fixed, variable, direct, and indirect. "Fixed costs remain in total unchanged in the short run regardless of changes in production or activity level" (Gleim & Flesher, 2015, p. 122). On the other hand, total variable costs are directly and proportionally impacted by changes in production or activity level. Properly identifying costs as fixed or variable is important when performing cost analysis. In addition, identifying costs as direct or indirect is essential to the allocation of overhead costs. "Direct costs can be traced directly to a particular cost object; whereas, indirect costs cannot be traced to a particular cost object" (Gleim & Flesher, 2015, p. 122). Categorizing direct costs for transforming the civilian provides critical data to decision-makers

when they are deciding manpower requirements. By properly identifying direct costs we provide data on how the cost for recruiting the 10,000<sup>th</sup> Sailor requirement compares to the 10,001<sup>st</sup> Sailor requirement. Indirect costs are often collected in cost pools such as manufacturing overhead; they are later allocated to products through a cost driver. Another type of indirect cost is a common cost. Common costs are shared by two or more products. Allocating common costs to a product provides accurate measurement of the cost per unit in a manufacturing organization. Theoretically, the concepts of a manufacturing operation is similar to the process of producing enlisted Navy Sailors. Properly identifying costs as fixed versus variable and direct versus indirect provides reliable information to decision makers.

We identified costs that were directly and indirectly associated with recruiting, processing, and training an enlisted Navy Sailor. After categorizing the costs, when data were provided, we sought to utilize several different cost management accumulation systems to assign those costs to each activity required to produce an enlisted Navy Sailor. Each cost accumulation system allocates costs in a different manner; providing additional justification for the importance of correctly categorizing costs at the beginning of the project. The most important step in the entire analysis is the identification of all of the costs associated with the transformation process. Ensuring our team's process analysis properly identified all primary processes and costs within each individual organization was critical to the success of our project and future projects. We reconciled the processes we identified with the processes identified in the literature, regulations, and standards for each respective entity.

Once all costs are identified, it is important to systematically categorize them. Most manufacturing organizations utilize different cost accumulation systems based on the range of products that they produce. In order to determine the appropriate cost accumulation system, we needed to understand the goals of each of the three organizations involved in the transformation process.



Individuals were the form of output that our team sought to accurately assign costs to in this project.

Next, we describe the types of cost accumulation systems and when it is appropriate to utilize them. As identified in Gleim & Flesher (2015, p. 130) job-order costing is a cost accumulation system for production of specific products with individual characteristics or identifiable groups. An important consideration when using job-order costing is the amount of resources needed to properly assign the costs to specific products. We originally assumed NAVCRUITCOM as an entity where it was appropriate to utilize job-order costing, because our team assumed it could assign costs to recruiting individuals possessing certain attributes. The team assumed there were significant incremental costs associated with recruiting individuals that met specific criteria. During our process analysis, it became apparent that our original assumptions were incorrect. We determined there were not significant incremental costs associated with recruiting individuals with specific characteristics, such as female or males; therefore, we did not utilize job-order costing when calculating the costs for recruiting, processing, or training civilians into enlisted Navy Sailors. Allocating indirect costs becomes very important when utilizing job-order costing, which Activity Based Costing helps provide. As the project has progressed we determined we could not utilize job-order costing or Activity Based Costing because of a lack of detailed data needed to inform both job-order costing and Activity Based Costing. We discuss Activity Based Costing as a potential application to the transformation process.

Activity Based Costing is a refinement to a job order cost system. "Under Activity Based Costing, indirect costs are attached to activities that are then rationally assigned to end products" (Gleim & Flesher, 2015, p. 146). Activity Based Costing is most useful in organizations with large indirect costs. For instance, our team assumed utilizing Activity Based Costing was appropriate to accurately assign indirect costs to processing applicants meeting specific criteria such as male and female. One important characteristic of Activity Based Costing

is that it requires a substantial effort to complete. Looking at the transformation process, our process analysis identified the costs of utilizing Activity based Costing exceed the benefits provided. To provide our justification regarding Activity Based Costing, we observe that there are multiple steps to assigning indirect costs in the application of Activity Based Costing.

Activities are first identified as overhead costs. Those costs are classified in a hierarchy according to the level of production process at which they take place. The costs are classified as unit-level activities, batch-level activities, product-sustaining activities, or facility-sustaining activities (Gleim & Flesher, 2015). Once these activities are identified a cost pool is established for each activity.

Unit-level activities are performed for each unit of output. Batch-level occur for each group of outputs produced. Product-sustaining are performed in support of a particular product. Lastly, facility-sustaining are concerned with overall operations and cannot be traced to products at any point in the production process. (Gleim & Flesher, 2015, p. 148)

Next, resource costs are identified and a resource driver is designated to allocate resource costs to the activity cost pools (Gleim & Flesher, 2015). "One method of accomplishing this allocation is by dividing the total dollar amount of a resource cost by the total amount of the resource driver" (Gleim & Flesher, 2015, p. 150). This method determines the dollar amount of resources per resource driver. Costs of resources are assigned to the activity cost pools based on the amount of resource drivers consumed by each activity cost pool (Gleim & Flesher, 2015). This process is referred to as first-stage allocation. Second-stage allocation involves allocating the activity cost pools to the final cost objects. Activity drivers are identified to properly allocate the activity cost pools. Activity Based Costing requires a substantial amount of time and resources. Further, it is imperative that the resource and activity drivers are established on the basis of a cause-and-effect relationship with the resource or activity cost being allocated (Gleim & Flesher, 2015). Utilizing Activity Based Costing improves product

costing by properly allocating indirect costs. We evaluated when it was appropriate to use Activity Based Costing or to use another cost accumulation system such as average costing by considering the nature of the process output and processes.

Overhead costs are allocated to cost pools during the first stage allocation. The cost pools are then allocated during the second stage allocation to either male applicants or female applicants based on cost drivers. One example of a possible use of Activity Based Costing is during the applicant phase at MEPS since the full physical for female applicants takes more time than the physical exam for male applicants. To accurately capture these indirect costs and assign them to products, Activity Based Costing is used. Overhead costs associated with the full physical are allocated to a full physical cost pool. Those costs are allocated to male and female applicants based on the number of minutes those applicants spend in the physical exam room. The cost driver is the number of minutes those applicants spend in the physical exam room. Figure 9 provides an illustration of Activity Based Costing of overhead costs.

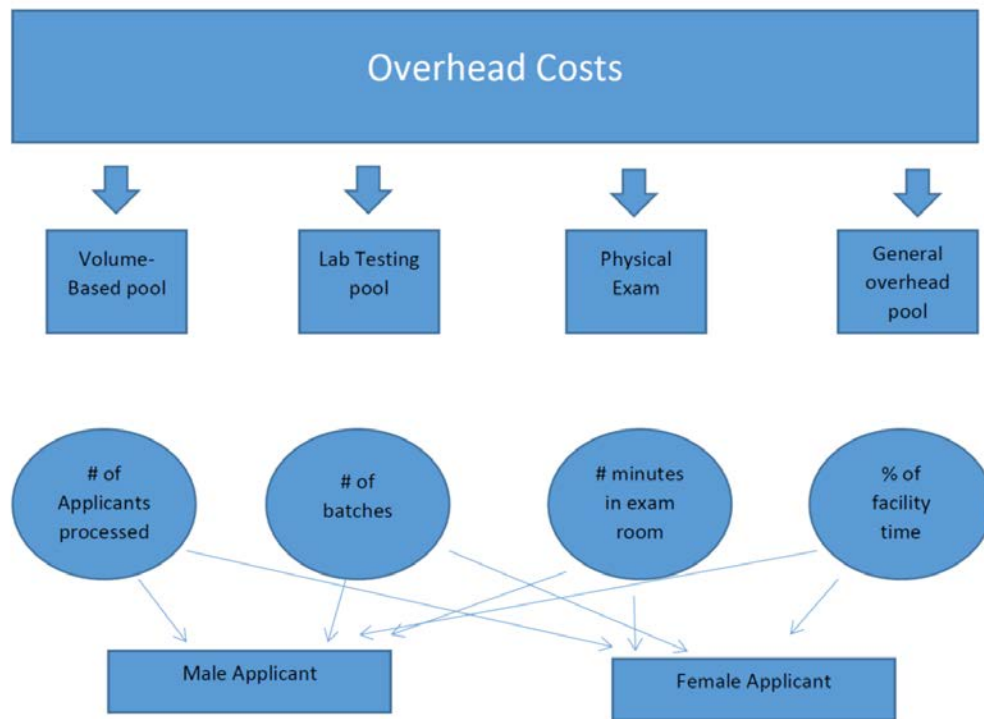


Figure 9. Activity Based Costing Example. Adapted from Gleim & Flesher (2015).

A concern that we had was the costs associated with this level of data needed for Activity Based Costing. During our analysis we also identified that the costs of using Activity Based Costing most likely exceed the benefits. During our analysis we identified the sub-processes and then sought to determine the appropriate cost accumulation system to use given the level of data we received and the type of product produced at the end of the sub-process. Given the costs, we determined that average costing would meet the requirements of the transformation process analysis.

Average costing is beneficial when similar products are mass-produced on a continuous basis (Gleim & Flesher, 2015, p. 150). It is applicable to relatively homogeneous products that are mass produced. In average costing, “costs are attached to specific departments or phases of production” (Gleim & Flesher, 2015, p. 130). It involves averaging the costs of production and allocating them to

individual units. Average costing is utilized because it takes considerable effort and funds to track exact amounts of material, labor, and overhead costs to an individual product. Average costing is an effective and efficient method for determining a product's unit cost. Costs are transferred from one department to the next as the product is transferred. We determined that average costing should be utilized to allocate costs through the overall transformation process. For instance, the cost to recruit an individual, the cost to process that individual at MEPS, and the cost to train that individual at RTC will be summed to determine the total cost for completing the transformation system. Using this version of process costs potentially affords a means to measure the cost to complete all of the processes incurred at all three entities.

The project determined that average costing is the most appropriate method to allocate costs. There are no additional expenses incurred based on individual characteristics; therefore, the team utilized the average cost accumulation system. As previously mentioned when the project started, we assumed we would utilize Activity Based Costing to assign indirect costs during the several phases of the transformation process. We assumed there were significant incremental costs for recruiting a female compared to a male. Further, we assumed recruiting an individual with a high Armed Forces Vocational Aptitude Battery (ASVAB) score took a substantial amount of indirect resources than recruiting an individual with a lower ASVAB score. We determined average costing was appropriate because the process of recruiting naval service prospects is virtually identical for all candidates. All prospects are first initially recruited, then after aptitude testing, they are then segmented into available billet groups. These billet groups are the goal, or requirements, of the recruiting stations. However, this process takes place after the majority of the recruiting process is complete. The time expended to recruit females, versus males, may be larger, but it is believed to be insignificant due to the low proportion of total accessions. Assuming that prior-service prospects require minimal time and effort to re-sign into service, they are removed from the cost factoring. We also

assumed the MEPS medical processing of a male and female were substantially different. As we collected more information, we determined that some of our initial assumptions were incorrect and we should apply average costing.

In conclusion, the focus of this chapter was to familiarize readers with important concepts we applied throughout the life of the project. Through process analysis, the team sought to understand the objectives of each phase involved in transforming a civilian into an enlisted Navy Sailor. The process analysis enabled the team to understand and map the phases completed within NAVCRUITCOM, MEPS, and RTC. By understanding the objectives and activities, it enabled us to classify costs and identify the correct cost accumulation system we should utilize. Utilizing the appropriate cost accumulation system is essential to providing reliable and accurate information to decision makers.

## **IV. PROCESS ANALYSIS**

Transforming a civilian into an Enlisted Navy Sailor is conducted through three primary phases: prospecting, applicant, and the recruit phase. The following chapter provides an overview of the sub-processes completed within each phase.

### **A. PROSPECTING PHASE**

The prospecting phase involves NAVCRUITCOM and MEPS processes, which encompass the sub-processes of initial recruiting, prospecting, screening, selling, and processing.

#### **1. Initial Recruiting**

Initial recruiting is composed of the student testing program and the military available market identification.

##### **a. Student Testing Program (STP) – ASVAB Career Exploration Program**

According to USMEPCOM Western Sector Commander (Satterwhite, 2016), USMEPCOM is tasked by OSD with testing high school students, grades 10–12. The purpose of this program, further described by the Western Sector Commander, is to identify potential prospects so that each service can pursue recruitment based on their individual ASVAB score. This program serves an important role in maintaining a presence within local high schools in support of the recruiter mission. Between FY2009 and FY2015, the Western Sector Commander reports that 14.9% of all prospects used their high school ASVAB score to enlist (p. 22). The Testing Coordinator of the MEPS testing element is responsible for test scheduling and other administrative actions (United States Military Entrance Processing Command [USMEPCOM], 2015c, p. 5). Examinations at local high schools are proctored by both recruiting and MEPS staff (USMEPCOM, 2015c, p. 8). School officials select whether to permit

recruiters' access to student ASVAB scores (USMEPCOM, 2015c, p. 9). If authorized by student guardians, student contact information and test results are released to recruiters as potential recruitment leads. The STP is conducted "at no cost to the U.S. government other than postal expenses for test and test-related materials sent to and from the school" (USMEPCOM, 2015c, p. 14). However, there are several marketing-related costs that are funded by USMEPCOM each year in support of the STP mission (USMEPCOM, 2015c, p. 35). This activity is not gender dependent.

**b. Military Available Market Identification**

As shown in the Military Available (MA) Market, Figure 10, the MA Market for active military service is composed of individuals aged 17–34 years old. Those individuals are divided into the Primary Market, Work-Force Market, and Secondary Market. The Primary Market is composed of individuals 17–21 years old, a current high school student, or is attending an accredited secondary school (COMNAVCRUITCOMINST, 2011a, ch.3, sec.1, p. 4). The Work-Force Market is defined as individuals that are 17–34 years old that are not currently enrolled in an educational institution, and the Secondary Market are those individuals 22–34 years old (COMNAVCRUITCOMINST, 2011a, ch. 3, sec.1, p. 4).



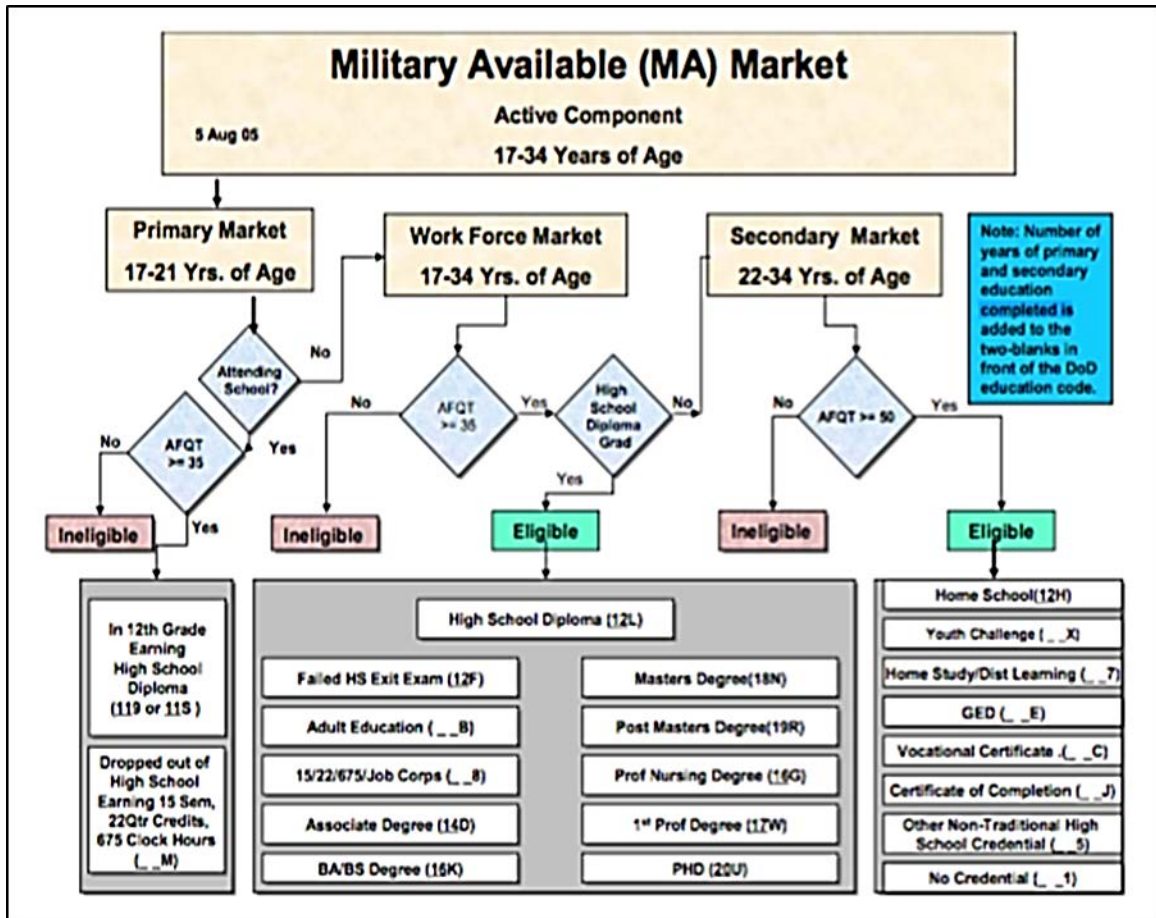


Figure 10. MA Market. Source: COMNAVCRUITINST (2011a).

## 2. Prospecting

The prospecting phase is comprised of any action taken to initiate contact between a Navy recruiter and a potential prospect. Prospects are individuals designated into pre-determined market pools that appear to meet the eligibility requirements for enlistment. Leads are generated by a computer program that creates a phone and address list of potential prospects in the recruiting station's area of responsibility. This list is usually the result of the MEPS STP, who track eligible students following their testing. Inputs to the computer program generate lists that include high school junior and senior attendance rosters. Other contact leads are generated by referrals from other potential prospects, as well as, networking throughout the community at social gatherings. The average

interaction time for initial contact is between 0.5hrs and 0.75hrs per potential prospect. The sole purpose of the prospecting segment of recruiting is arranging and conducting an in-person interview with the prospect to determine eligibility (COMNAVCRUITCOMINST, 2011a, ch.1, sec.6, p. 1). Initial contact can materialize in several forms: in person as a personally developed contact (PDC), over the phone from the computer generated leads list, high school and college visits, or over various forms of social networking / Internet. However, the majority of initial contact leads are conducted over the phone due to it being the most efficient. The objective of the initial contact is to sell the appointment, not necessarily enlistment.

Prospecting is comprised of preparation, planning and scheduling, and technique; which directly affect the results generated by phone prospecting. Preparing, planning, and scheduling, if done effectively, will consume a substantial portion of the recruiter's time, or his labor effort. This is where the recruiter will identify the target market and the best timeframe to attempt contact, compile the information that seems pertinent, and make a timeline schedule. The simplest method of prospecting comes from referrals from individual already in the program. Prospect referrals do not cost the recruiter labor hours or materials because individuals in the program are making contact and selling the interview to the prospect.

Prospecting through advertising is conducted through mail-outs and follow-up letters, which are designed to apply complete coverage to a target market. Mail-outs are conducted at the NAVCRUITDIST level to assist recruiter efforts and can be requested by individual recruiting stations. NAVCRUITSTAs are prohibited from conducting their own mail-outs for issues of standardization; however, individual mail-outs are authorized as long as they are limited in scope (COMNAVCRUITCOMINST, 2011a, ch.4, sec.1, p. 4).

The largest cost derived from prospecting is from the direct labor of the individual recruiters and NAVCRUITSTAs staff. Time management is critical to the success and value of the prospecting segment. Effective time management

reduces wasted labor hours and increases the efficiency of the individual NAVCRUITSTAs and the overall efficiency of the COMNAVCRUITCOM mission. After each prospecting segment, recruiters should conduct an analysis of labor hours expended and appointments generated, to determine their efficiency and goal accomplishment (COMNAVCRUITCOMINST, 2011a, ch.4, sec.1, p. 6).

Recruiters have resources available to determine their efficiency, to include the Production Analysis Training and Evaluate (PATE) process. PATE determines the recruiter effectiveness, through the use of ratios, of the various recruiting activities in order to assist in the identification of recruiter strengths and weaknesses. PATE compiles the number of appointments, interviews, physicals, and new contracts for the three sections of phone leads, referrals, and personally developed contacts (COMNAVCRUITCOMINST, 2011a, ch.5, sec.3, p. 3). As demonstrated in Figure 11, the recruiter's phone leads resulted in 11.3 scheduled appointments, which produced 7.3 interviews, which led to 1.7 physical examinations, in order to generate one new contract. Referrals, personally developed contacts and social networking are analyzed in the same manner.

#### SECTION I PROSPECTING GENERATED

PHONE/LEADS					REFERRALS (RA, RC, RD, RI, RS)					PERSONALLY DEVELOPED CONTACTS and SOCIAL NETWORKING/ONLINE APP.				
MONTH	APPT	INTV	PHYS	NC	MONTH	APPT	INTV	PHYS	NC	MONTH	APPT	INTV	PHYS	NC
JUL	11	7	1	1	JUL	2	1	0	0	JUL	7	4	1	1
AUG	12	8	1	0	AUG	2	0	0	0	AUG	8	4	1	1
SEP	11	7	3	2	SEP	1	1	1	1	SEP	9	5	0	0
Totals	34	22	5	3	Totals	5	2	1	1	Totals	24	13	2	2

#### SECTION II PROSPECTING SUMMARY (Ratios for 1 New Contract)

REQ'D FOR 1 PH NC	APPT	INTV	PHYS	NC	REQ'D FOR 1 REF NC	APPT	INTV	PHYS	NC	REQ'D FOR 1 PD/SN NC	APPT	INTV	PHYS	NC
	11.3	7.3	1.7	1		5.0	2.0	1.0	1		12.0	6.5	1.0	1

Figure 11. PATE process. Source: COMNAVCRUITINST (2011a).

### **3. Screening**

The purpose of the screening segment is to evaluate the individual prospects eligibility in accordance with COMNAVCRUITCOMINST volume II, in addition to eliminating ineligible prospects before expending additional resources (COMNAVCRUITCOMINST, 2011a, ch.1, sec.6, p. 1). The screening segment begins in the initial interview, where the recruiter will meet with the potential applicant face-to-face in the recruiting station. After the prospect has been contacted and agreed to an appointment, recruiters attempt to schedule a face-to-face meeting within 24hrs of the initial contact. If the prospect is unavailable within the following 24hrs, recruiters have the ability to schedule as far out as 72hrs. Unavailability inside of 72hrs results in the recruiter making a follow-up contact in order to schedule an appointment within 72hrs of phone contact. The initial interview appointment will generally last one hour on average. These initial appointments will consume an individual recruiter's direct labor hours and facility usage.

During the initial interview, recruiters can use several approved approaches to interact with the prospects, to include blueprinting, to reduce reluctance by determining facts, such as the prospect's plans, pressures, and problems (COMNAVCRUITCOMINST, 2011a, ch.4, sec.2, p. 1). Recruiters should begin meetings in a casual setting, and then use blueprinting to determine the prospects qualifications and authority to buy. Recruiters will use their "Web RTools" resources to document social security numbers, birthdate, citizenship, education, dependents, and other pertinent information (COMNAVCRUITCOMINST, 2011a, ch.4, sec.2, p. 1). In addition to the previously listed items, prospect qualifications will also include police involvement and illegal drug use. Per the COMNAVCRUITINST, recruiters will also need to determine if prospects have the "authority to buy," or enlist without consulting another individual, i.e., spouse or parent.

#### **4. Selling**

The purpose of the selling segment is to persuade an individual prospect to enlist by using “skills, techniques, and motivation” in a face-to-face interaction with a qualified prospect, and their significant other or guardians (COMNAVCRUITCOMINST, 2011a, ch.1, sec.6, p. 1). In the current financially constrained environment, it is essential that recruiters convey to potentially qualified prospects that the Navy only accepts highly qualified applicants for enlistment. Recruiters apply potential Navy opportunities, advantages, and values to the prospect in order for the prospect to understand how those could be applied to the plans, pressures, and results that were uncovered by blueprinting (COMNAVCRUITCOMINST, 2011a, ch.6, sec.1, p. 1). To be effective, individual recruiters reference: proven sales best practices, a collaborative approach, leveraging genuine relationships, and the Navy’s unique value to the prospect (COMNAVCRUITCOMINST, 2011a, ch.6, sec.1, p. 1). The Value Oriented Recruiting (VALOR) selling process gives the Navy a competitive advantage over other services and competitors for the prospects dedication. The process clearly defines the recruiting roadmap that the recruiter should follow in selling the Navy to a potential prospect: Engage, Assess, Connect, Reveal, Win, and Mentor through the recruiting process (COMNAVCRUITCOMINST, 2011a, ch.6, sec.1, p. 1). Each engagement with a potential prospect, recruiters: discover the prospects needs, align the Navy’s opportunities to the prospects problems, and distinguish the Navy’s value to them (COMNAVCRUITCOMINST, 2011a, ch.6, sec.1, p. 2).

Each prospect has a unique set of plans, pressures, and problems, but by properly conveying the Navy supplied opportunities to the prospect, the recruiter can drastically reduce the amount of labor expended on selling the Navy to the prospect. There are 6 categories of opportunities that the recruiter sells: skills provided by Navy training, resources available to help the prospect overcome their challenges, experiences not otherwise possible, benefits provided to service

members, new relationships across the world, and the Navy brand and reputation (COMNAVCRUITCOMINST, 2011a, ch.6, sec.1, p. 5).

## **5. Processing**

During the processing phase, the prospect completes an array of academic and medical testing to determine their complete qualification for enlistment. The prospect undergoes a complete mental screening, physical examination, and category classification at the MEPS. However, before the prospect conducts the MEPS processing, there is a processing segment that transpire at the NAVCRUITSTA. At the conclusion of the initial, or supplemental appointments, and after the prospect has decided to pursue enlistment, the recruiter will then begin to prepare the initial enlistment kit.

The enlistment kit is the portion of the processing segment where the recruiter verifies documentation and ensures the completion of the enlistment requirements past the initial screening questions. The recruiter also conducts other various processing requirements, and starts compiling the required paperwork for enlistment. Examples of the required paperwork include:

- DD Form 1966: Record of Military Processing
- DD Form 2807-2: Medical Pre-Screen Report
- DD Form 369: Civil Involvement
- NAVCRUIT 1130-120: Behavior Screening
- OPNAV 5350-1: Drug and Alcohol Statement
- SF-86: Background Investigation
- USMEPCOM 680-3A-E: Request for Examination

The individual recruiter is responsible for beginning an enlistment kit for each new prospect, prior to the individual prospect being processed at MEPS, where the enlistment kit will be completed. Processing at the individual NAVCRUITSTAs consumes recruiter labor, facilities, and office materials. Once

a prospect completes their processing, they are considered ready to continue their processing at a MEPS as an applicant.

## **6. Completion of the Prospecting Phase**

Upon the completion of prospecting, screening, selling, and processing of a civilian prospect, the prospect continues into the applicant phase at MEPS. Processing will be further discussed in the applicant phase of this report.

### **B. APPLICANT PHASE**

The applicant phase involves processes within MEPS and NAVCRUITCOM and the sub-processes include: pre-arrival to MEPS, MEPS arrival, DEP entry, MEPS service liaison processing, and shipping to RTC. Individuals undergoing any activity of the MEPS process are called applicants until the time when those applicants access for shipping to recruit training as recruits. All Navy non-prior service applicants visit a MEPS at least twice; for their full physical and on the date of shipping. This process takes place Monday through Friday with the exception of federal holidays and scheduled MEPS closures (United States Military Entrance Processing Command [USMEPCOM], 2016b, p. 5). MEPS can also offer Saturday openings once per month based on the discretion of the MEPS Commander and the number of full physical projections that day (USMEPCOM, 2016b, p. 8). Potential non-prior service applicants fall into one of four possible projection methods: walk-in, same day processing (SDP), holdover, and shipper (USMEPCOM, 2016b, p. 14). Walk-in applicants do not stay at the applicant hotel and are projected within 48hrs of the day of processing (each service is permitted at least one walk-in per day) and can be projected for enlistment testing, full physical, medical inspect and/or DEP as long as the MEPS has not met or exceeded their max capacity for full physicals and DEP enlistments (USMEPCOM, 2016b, p. 13). SDP applicants stay at the contract hotel and are projected to complete their CAT-ASVAB, full physical, and DEP enlistment on the same day of processing (USMEPCOM, 2016b, p. 13). Applicant holdovers are individuals whom were projected to enter

DEP on the previous processing day but were unable to do so due to timeline constraints; these applicants stay at the contract hotel and return to MEPS the next processing day to continue with their enlistment (USMEPCOM, 2016b, p. 14). Shippers are applicants expecting to depart MEPS for RTC (USMEPCOM, 2016b, p. 5).

All applicants are required to complete their ASVAB and full physical before being permitted to enlist into the Navy DEP. At the completion of an applicant's DEP period, the applicant typically returns to MEPS for a medical inspect (as required) and accession/shipping. Throughout the MEPS process, shippers are always given highest priority.

### **1. Pre-arrival to MEPS**

Upon completion of prospecting, the applicant will complete the following activities: Prescreen Internet Based Computerized Adaptive Testing (PiCAT), contract hotel, contract transportation, and MET sites ASVAB testing.

#### **(1) PiCAT**

The PiCAT is an optional version of the ASVAB. PiCAT is an un-proctored (web-based) aptitude test for enlistment that may be taken prior to the applicants transport to a MEPS. The PiCAT is accompanied with a 22-minute verification test at MEPS (Satterwhite, 2016, p. 14). Applicants that fail the verification test at MEPS are required to continue with the full ASVAB test before continuing with their enlistment processing (Satterwhite, 2016, p. 14). This activity is not gender dependent.

#### **(2) Applicant Contract Hotel**

Applicants are afforded lodging for one night, dinner and breakfast the next morning at the applicant hotel before being transported to the MEPS (USMEPCOM, 2010, p. 2-1). Non-prior service applicants of only the same gender are paired into one room at the hotel. Males and females are also housed in separate areas of the hotel (USMEPCOM, 2010, p. 2-1).



### (3) Applicant Contract Transportation

Applicants are transported from their incoming terminal to the hotel. Applicants are also transported from the MEPS to the hotel if taking the ASVAB. Applicants are then transported from the hotel to the MEPS on the morning prior to processing (USMEPCOM, 2010, p. 2-2). All other means of arriving to MEPS are the responsibility of the recruiting service (USMEPCOM, 2010, p. 2-5). This activity is not gender dependent.

### (4) MET Site ASVAB Testing

MET sites testing affords potential applicants with ASVAB testing (paper & pencil or Internet Computerized Adaptive Testing [iCAT]) services at locations outside of the MEPS (USMEPCOM, 2016c, p. 38). Applicants are not required to use a MET site to take their ASVAB prior to arriving to MEPS. MET sites must be no closer than 50 miles or one hour from any MEPS, otherwise the applicant is expected to test at MEPS (USMEPCOM, 2016c, p. 38). MET sites, where iCAT is available, store MEPS equipment necessary to perform the ASVAB up to a set capacity of testers (USMEPCOM, 2016c, p. 39). MET site facilities afford no additional cost to the Government to operate (USMEPCOM, 2016c, p. 38). Service recruiters are responsible for transporting applicant to the MET site (USMEPCOM, 2010, p. 2-2). A mobile examination team, consisting of MEPS staff, travel to each MET site via government vehicles (USMEPCOM, 2016c, p. 40; USMEPCOM, 2009, p. C-1). MET sites are operated for at least three hours to permit applicants to complete the ASVAB (USMEPCOM, 2016c, p. 40). Any applicants that require a re-test must come to a MEPS to do so. This activity is not gender dependent.

## **2. MEPS Arrival**

Applicants, upon arrival to MEPS from the applicant hotel, are greeted by a MEPS staff and divided into processing areas (shipper or DEP) and screened for physical security (Feo et al., 1992, p. 38). Applicants complete one or more of the following activities: qualification testing and medical examination.

**a. MEPS Qualification Testing Phase**

Applicants, upon arriving to MEPS or reporting to a MEPS operated facility, potentially complete the following activities: CAT-ASVAB and special testing.

**(1) CAT-ASVAB/iCAT Testing**

The CAT-ASVAB is a three 3-hour exam given to applicants at MEPS and is primarily computer-based (iCAT) but can be offered as paper and pencil (USMEPCOM, 2016c, p. 30). The exam is administered by a Test Clerk within a specially designed and secure computer room inside MEPS. Prior to taking the test, applicants are required to provide a completed UMF 680-3A-E (used to create physical record for applicant within MEPS until date of shipping) and biometrically enroll into a fingerprint-scanning system called e-Security (USMEPCOM, 2016c, p. 30). Once an applicant is biometrically enrolled into e-Security, they are required to biometrically check-in at each stage of their MEPS process to confirm their identity via a data network called the USMEPCOM Integrated Resource System (UMIRS) (USMEPCOM, 2016b, p. 53). Applicants can re-take the ASVAB at a MET site or at MEPS with no restrictions after two years have passed, but there are timeline restrictions if taken prior to two years (USMEPCOM, 2016c, p. 24). Once an applicant enters the Navy DEP program, they would no longer need to re-take the ASVAB. All MEPS have the option to offer night ASVAB testing Monday through Thursday and Friday prior to a Saturday opening (USMEPCOM, 2016b, p. 11). Failure of an applicant to provide required documentation to test may result in process termination that day. This activity is not gender dependent.

**(2) Special Testing**

Special tests are provided to applicants when necessary to determine qualifications for specific job specialties within the Armed Forces (USMEPCOM, 2016c, p. 43). These exams are available in paper and pencil, computerized, and web-based methods. Applicants can take special tests on the same day as their

CAT-ASVAB, but testing is usually performed in a separate computer room and is overseen by a Test Administrator (USMEPCOM, 2016c, pp. 43, 50). The Navy would likely have applicants take the Defense Language Aptitude Battery (DLAB) or Defense Language Proficiency Test (DLPT) if needed for their enlisted job specialty (USMEPCOM, 2016c, pp. 47-50). Retesting policy is the same as for the ASVAB (USMEPCOM, 2016c, p. 23). This activity is not gender dependent.

**b. MEPS Medical Examination Phase**

Following completion of qualification testing, applicants complete one or more of the following activities: full physical, medical brief, breath alcohol test, blood pressure/pulse, hearing test, vision screening, height/weight, Human Immunodeficiency Virus (HIV) test, drug and alcohol testing, pregnancy test, orthopedic and neurologic screening, physical examination and cerumen removal, medical consultation, and medical waiver.

**(1) Full Physical**

A full physical consists of the following: briefing, breath alcohol test, blood and urine sampling for drug and HIV testing, height and weight, blood pressure and pulse, orthopedic/neurological screening, vision testing, audiometric testing, and a physician review (USMEPCOM, 2015a, p. 12). Each MEPS has a unique maximum daily capacity allocation (MDCA), based on their available medical staffing, for full physicals for each individual service; scheduled projections are not permitted to exceed this limit (USMEPCOM, 2016b, p. 10). Applicants must achieve an Armed Forces Qualification Test (AFQT) score of 10 on their ASVAB in order to perform a full physical (USMEPCOM, 2016b, p. 12). Applicants under the age of 18 must also have parental/guardian consent before processing for a full physical (USMEPCOM, 2016b, p. 17). Applicants start their medical processing by biometrically checking into the medical element via USMIRS. Applicants that are scheduled to take a full physical and DEP on the same processing day establish the “six-hour window” for enlistment processing (USMEPCOM, 2016b, p. 10). Each MEPS attempts to afford each GC six (6)

hours to process their applicants for enlistment immediately following completion of their full physical (USMEPCOM, 2016b, p. 10). Upon completion, full physical results are valid for two years if an applicant wishes to access/ship (USMEPCOM, 2016d, p. 5-4).

(2) Medical Brief

All applicants scheduled for a full physical first receive a brief at the same time and complete their designated portions of their medical forms (DD 2807-1 and UMF 40-1-15-E) under the supervision of medical staff (United States Military Entrance Processing Command [USMEPCOM], 2016d, p. 6-1). Failure of the applicant to provide required medical documentation may result in process termination for that day. This activity is not gender dependent.

(3) Breath Alcohol Test

Each applicant is required to perform a breath alcohol test immediately following their medical brief (USMEPCOM, 2016d, p. 7-3). Medical staff provide each applicant with a disposable breathalyzer mouthpiece, which is disposed of following the test (United States Military Entrance Processing Command [USMEPCOM], 2016a, p. 28). Failure to pass or refusal of applicant take the breathalyzer test may result in the applicant being medically disqualified and their further processing terminated for the day. This activity is not gender dependent.

(4) Blood Pressure / Pulse

Each applicant is required to have their blood pressure and pulse recorded which could be completed prior to the medical brief, if time permits (USMEPCOM, 2016d, p. 7-3). Failure of applicant to meet blood pressure and pulse standards may result in the applicant being medically disqualified and their further processing terminated for the day. This activity is not gender dependent.

(5) Hearing Test

Applicants enter a sound-isolating audio booth in small groups and are tested for hearing acuity using an electronic system (USMEPCOM, 2016d, p. 5-24). Failure of applicant to meet hearing standards may result in the applicant being medically disqualified and their processing terminated for the day. This activity is not gender dependent.

(6) Vision Screening

Each applicant is screened, individually, based on DOD and service specific standards for color vision, depth perception (OPTEC 2300 machine), distance vision, visual acuity, and near vision (USMEPCOM, 2016d, p. 5-20). Failure of applicant to meet hearing standards may result in the applicant being medically disqualified and their further processing terminated for the day. This activity is not gender dependent.

(7) Height / Weight

Each applicant, individually, has their height and weight recorded and their body mass index calculated to ensure they are neither over nor underweight for their perspective service (USMEPCOM, 2016d, p. 5-8). Males and females are separated during this activity and perform the review wearing only underwear. Failure of applicant to meet height and weight standards may result in the applicant being medically disqualified and their further processing terminated for the day.

(8) HIV Test

Each applicant is required to provide an initial blood sample so it can be tested for HIV prior to his or her ship date. Biohazard protection and specialized packing materials are required to mail blood specimens to a designated HIV testing laboratory (USMEPCOM, 2016a, p. 56). If specimen results return positive or intermittent, the MEPS is responsible for notifying the applicant and scheduling a face-to-face meeting at the MEPS to discuss HIV and offer

secondary testing (USMEPCOM, 2016a, p. 60). Applicants can continue processing for enlistment while HIV results are pending, but cannot ship to recruit training (USMEPCOM, 2016a, p. 19). Refusal of applicant to provide blood specimen may result in the applicant being medically disqualified and their further processing terminated. Applicants that test positive for HIV are not permitted to continue processing into the Armed Forces. This activity is not gender dependent.

(9) Drug and Alcohol Testing (DAT)

Each applicant is required to provide a urine sample while observed so it can be screened for drug and alcohol abuse and dependency (USMEPCOM, 2016a, p. 9). Males and females are screened separately in groups of no more than 6 males and 2 females (USMEPCOM, 2016a, p. 38). Applicants can continue processing for enlistment while DAT results are pending, but cannot ship to recruit training (USMEPCOM, 2016a, p. 14). Refusal or inability of applicant to provide urine specimen may result in the applicant being medically disqualified and their further processing terminated. Applicants that test positive for DAT are not permitted to continue processing into the Armed Forces without approval by their service.

(10) Pregnancy Test

All female applicants are required to have their urine tested for HCG hormones, which indicate pregnancy (USMEPCOM, 2016d, p. 7-7). Applicants that test positive for pregnancy are medically disqualified and their further processing is terminated for the day.

(11) Orthopedic / Neurologic Screening

Each applicant is required to be screened for orthopedic or neurological disorders by performing a series of maneuvers while undressed with a MEPS physician (USMEPCOM, 2016d, p. 5-13). Groups of males and females are screened in separate examination rooms. Members of the opposite sex are not

permitted inside examination areas while applicants are in a state of undress except the attending physician (USMEPCOM, 2016d, p. 2-4). MEPS is required to provide a chaperone if the applicant and examining physician are of opposite sex (USMEPCOM, 2016d, p. 2-4). MEPS is also required to provide a chaperone if requested by the applicant or attending physician (USMEPCOM, 2016d, p. 2-4). Failure of applicant to meet orthopedic and neurological standards may result in the applicant being medically disqualified and their further processing terminated for the day.

#### (12) Physical Examination and Cerumen Removal

Each applicant is physically reviewed by a MEPS physician (CMO, ACO, or FBP) based on DOD and service specific standards (USMEPCOM, 2016d, p. 7-4). Males and females are screened separately and examination is different due to gender. The 1992 USAF study found that a female DEP took nearly twice (10 minutes per female) the time required for a male DEP during their full physical examination with the MEPS physician (Feo et al., 1992, p. 37). During this examination, each applicant's ears are also inspected. If the MEPS physician decides that an applicant's ears are not clear enough to examine, the applicant can have cerumen removal either performed at the MEPS using a Welch-Allyn Ear wash system or can be referred out to a civilian or military training facility (USMEPCOM, 2016d, p. 5-10). Females over 40 years of age are also required to have a mammogram and PAP test before their full physical is complete (USMEPCOM, 2016d, p. 7-7). Failure of applicant to meet examination standards may result in the applicant being medically disqualified and their further processing terminated for the day.

#### (13) Medical Consultation

MEPS physicians can request applicants see a military or civilian physician outside of MEPS as a consultation to assist in determining applicant's medical fitness (USMEPCOM, 2016d, p. 1-14). This activity can be gender dependent based on the consult requested by the MEPS physician. Typically, a

consultation is requested when the MEPS physician identifies a disqualifying condition but requests a second opinion. Consultants are paid by the MEPS based on negotiated rates and no matter if the applicant shows or not (USMEPCOM, 2016d, p. 1-15). Some consults can be completed on the same day of processing but others require applicants to return to MEPS later (USMEPCOM, 2016d, p. 2-3). Unless specifically authorized, applicants are not permitted to continue with their enlistment process until the MEPS physician reviews consult results and annotates applicant medical qualified or in need of a medical waiver.

#### (14) Medical Waiver

Applicants that are flagged by the MEPS physician with a disqualifying condition typically waived by the sponsoring Service, if authorized, can continue their enlistment processing and a medical waiver is submitted for approval (USMEPCOM, 2016d, p. 2-3). This means that applicants pending a waiver might be required to perform multiple medical consultations. Waiver authorities cannot reverse or order a change to a MEPS physician's medical decision, but they can waive a particular medical condition (USMEPCOM, 2016d, p. 5-1). Each service has its own medical waiver authority. The Navy allows applicants to enlist into DEP while awaiting approval for certain medical waivers by enrolling them in the Navy Delayed Entry Medical (DEM) Waiver Program up until shipping (USMEPCOM, 2016d, p. 5-19).

### **3. Delayed Entry Program**

DEP starts under USMEPCOM's control during the applicant phase, but is primarily managed by USNAVCRUITCOM recruiters and staff.

#### **a. MEPS DEP Portion**

While at MEPS, applicants complete the following activities prior to entering DEP: Pre-Enlistment Interview (PEI), fingerprinting, and DEP Oath of Enlistment.



(1) PEI (Phase I – Contract Review)

Applicants projected for enlistment into DEP arrive to the processing element following completion of their qualifying full physical either that day or on a previous processing day. Applicants also meet with their GC to discuss job opportunities (draft DD Form 4 series) before arriving to the processing element for PEI (phase I of DEP enlistment) (USMEPCOM, 2016b, p. 59). Each MEPS also has a daily MDCA, based on available processing staff, for enlistments (USMEPCOM, 2016b, p. 10). This means that the Navy GC is only permitted a certain number of DEP enlistments per day. Human resource assistants (HRA) perform the PEI within the processing element for each applicant (USMEPCOM, 2016b, p. 30). PEI assists the service liaison in preventing fraudulent entry into the military prior to fingerprinting and enlistment (USMEPCOM, 2016b, p. 29). Each applicant is explained their accountability for the Uniform Code of Military Justice (UCMJ) articles 83, 85, and 86 following their enlistment (USMEPCOM, 2016b, p. 29). Furthermore, the HRA reviews the applicant's enlistment contract (DD Form 4 series) (USMEPCOM, 2016b, p. 59). All data and signatures for the DD Form 4 series are tracked digitally via USMIRS and are accessible by MEPS staff and GCs. Potential DEP applicants are required to provide the following documents in order to continue to enlistment (USMEPCOM, 2016b, p. 30):

- USMEPCOM Form (UMF) 680-3A-E
- DD Form 1966 series
- DD Form 2808
- DD Form 2807-1
- UMF 40-1-15-E
- Federal Bureau Investigation (FBI) Fingerprint Division Form 258
- DD Form 93

Failure of applicant to provide all necessary documents or any indication of fraudulent enlistment may result in process termination for applicant that day. Upon completion of Phase I, applicants return to their service liaison for Phase II (contract confirmation and acceptance) (USMEPCOM, 2016b, p. 59). This activity is not gender dependent.

(2) Fingerprinting (Special Agreement Check [SAC])

Each applicant is required to provide digital fingerprints immediately following their PEI and is transmitted to the Fingerprint Interface Server at HQ USMEPCOM following their DEP enlistment (USMEPCOM, 2016b, p. 29). HQ USMEPCOM then transmits the fingerprints to the investigation agency (Office of Personnel Management) to initiate a fingerprint check as part of the SAC in parallel with an Entrance National Agency Check (USMEPCOM, 2016b, p. 42). Results from SAC are required for each applicant prior to shipping to RTC (USMEPCOM, 2016e, p. 32). SAC results from OPM typically post 72 hours after submission by MEPS (USMEPCOM, 2016b, p. 45). If fingerprints are determined unclassifiable by OPM, the applicant may be required to return to MEPS at a later date to resubmit their prints (USMEPCOM, 2016b, p. 87). If, overall, SAC returns with findings, service liaisons are responsible for determining applicant's enlistment eligibility (USMEPCOM, 2016b, p. 45). Fingerprints are typically captured using the Electronic Fingerprint Capture Station (EFCS), which requires special training for staff to operate (USMEPCOM, 2016b, p. 46). This activity is not gender dependent.

(3) DEP Oath of Enlistment (phase III - enlistment)

Upon completion of phase II with a GC/SL, applicants return to the processing element to continue with phase III (enlistment). This activity is typically performed with a group of applicants and a single HRA. Applicants are first required to watch a pre-oath brief before entering the enlistment ceremony room. Immediately following the pre-oath brief, the oath of enlistment is administered to applicants by an enlistment officer (USMEPCOM, 2016b, p. 36).

Applicants are not permitted to sign their DD Form 4 series with the enlisting officer until after the oral administration of the enlistment has been completed (USMEPCOM, 2016b, p. 37). If an applicant refuses to sign the enlistment agreement after the oath of enlistment, they are referred to their SL for resolution (USMEPCOM, 2016b, p. 37). Applicants that complete the oral enlistment oath are legally bound to DEP, unless discharge papers are provided by recruiting services (USMEPCOM, 2016b, p. 37). Applicants that successfully complete phase III enter DEP until their ship date or until discharged by recruiting service. This activity is not gender dependent.

**b. NRC DEP Portion**

Delayed entry is the status given to an enlistee who is unable to immediately report for training due to several possible circumstances. The purpose of DEP is to maintain the motivation level of future Sailors and build upon their commitment to the Navy, while ultimately minimizing the attrition rate (COMNAVCRUITCOMINST, 2011b, ch.1, sec.1, p. 1). The DEP affords recruiting personnel the opportunity to mentally and physically prepare future Sailors for recruit training and the structure of military life. According to Title 10 United States Code, sec. 513, military services are allowed to enlist volunteers into the DEP for a maximum of 365 days, where extensions may be granted by the Chief of Naval Personnel through the NAVCRUITCOM N3 (COMNAVCRUITCOMINST, 2011b, ch.4, sec.1, p. 1).

The DEP is the phase that follows the oath of enlistment at the MEPS and begins with the 72hr indoctrination, and concludes with a meeting the day the future Sailor ships to RTC in Great Lakes, Illinois. The 72hr indoctrination takes place as soon as possible following the oath of enlistment, but no later than 72hrs, and should be conducted at the future Sailor's residence. If the future Sailor is 17 or married, the meeting should be conducted with the parents/spouse present (COMNAVCRUITCOMINST 2011b, ch.2, sec.1, p. 1). The 72hr indoctrination covers the individuals training folder, the Personnel Qualification

Standards (PQS), and the monthly mentoring contact requirements. The 72hr indoctrination lasts approximately two (2) hours and consumes the labor of the station chief and the individual recruiter, in addition to the resources required to travel from the station to the future Sailor's residence and back.

DEP meetings and mentoring sessions focus on team building and conduct a muster report for accountability, and should be at a minimum of 80% (COMNAVCRUITCOMINST 2011b, ch.2, sec.1, p. 3). In the event that attendance is not possible, stations schedule a make-up (FLEX-DEP) event, but are scheduled to allow for maximum participation from those who were unable to attend the regularly scheduled event. Future Sailors are encouraged to invite friends and generate referrals, which are documented for the purpose of rewards for the individual future Sailor. These meetings are designed to assist the individuals in their mental preparations for recruit training. These meetings are approximately 1–1.5 hours and consume the labor of most assigned personnel in the recruiting station, as well as office resources and facilities. Physical training for future Sailors may only be conducted under stringent guidelines which may be found in COMNAVCRUITCOMINST 1130.8J vol.V. The primary purpose of physical preparation is to reduce the significant amount of training time that is lost to future Sailors being unfit for recruit training.

DEP recertification is a process that requires the NAVCRUITSTA staff to recertify a future Sailor's eligibility for enlistment has not changed, which can be time and resource consuming. NAVCRUITSTA staff are required to recertify all future Sailors 30 and 7 days prior to reporting to RTC, at every monthly DEP meeting, and mentoring contact (COMNAVCRUITCOMINST 2011b, ch.2, sec.1, p. 10). The recertification is verifying that the future Sailor has not developed any tendencies that could hinder their effectiveness as a Sailor, such as medical issues, police involvement, excessive financial debt, or a general attitude that would disqualify them from service. The DEP management should focus on general program oversight, program administration, and program improvement, which if exercised correctly, will minimize unforeseen attrition.

#### **4. MEPS Service Liaison/Guidance Counselor Processing**

##### **(1) Scheduling**

GCs are required to coordinate any applicant projections for full physical, medical inspect, DEP or consult at least 48hrs prior to the date of processing (USMEPCOM, 2016b, p. 5). ASVAB and special test projects must be made 24hrs prior to the date of processing (USMEPCOM, 2016b, p. 5). Each service is permitted 1 walk-in for enlistment processing in addition to their MDCA (601-23, p. 10). GCs are also responsible for screening all applicant documents prior to their arrival at MEPS for processing. All recruiters are required to work through the GC office, since many areas of MEPS and lodging facilities are off-limits to recruiters (USMEPCOM, 2016b, p. 50). GC may request termination of an applicant's processing at any time.

##### **(2) Job search (Phase II – Contract Confirmation)**

Once applicants have completed phase I of their DEP enlistment process, they report to the service liaison to confirm and accept their contract and job selection (DD Form 4 series) in USMIRS (USMEPCOM, 2016b, p. 59). Service liaisons are also able to make adjustments to the DD Form 4 during this activity. Once the applicant and service liaison biometrically sign the contract, the applicant is sent to the processing element for phase III (enlistment). Applicant processing can be terminated by the service liaison or applicant before continuing with phase III. This activity is not gender dependent.

#### **5. Shipping to RTC**

Shippers are high-priority applicants that leave DEP and access into the Navy to depart for RTC (DOD, 2011, p. 58). Shippers must have a valid ASVAB score; be medical qualified by MEPS physician along with DAT/HIV results; and have SAC results on file to depart for recruit training. The shipping process involves the following: medical inspection, pre-accession interview, and oath of enlistment (accession).

(1) MEPS Medical Inspection

Applicants (only those with full physicals or inspects greater than 30 days prior to date of shipping to RTC (DOD, 2011, p. 17) are required to perform a medical inspection if they had a temporary disqualifying medical condition, had significant interval medical history since last full physical, or intend to ship to recruit training and have a full physical on file within the last two years (USMEPCOM, 2016d, p. 7-14). Inspections are an abbreviated form of the full physical, which consist of height and weight (gender dependent), close observation/inspection of each applicant by MEPS physician while undressed (gender dependent), pregnancy test for females, and a vision examination if full physical occurred more than 1 year prior (USMEPCOM, 2016d, p. 7-14). Failure of applicant to meet examination standards may result in the applicant being medically disqualified and their further processing terminated for the day.

(2) MEPS Pre-accession Interview (PAI)

Applicants projected for accession and ship into the Navy arrive to the processing element following completion of their qualifying medical inspect that same processing day. Applicants also meet with their GC/SL to confirm their contract before arriving to the processing element for PAI (phase I of accession) (USMEPCOM, 2016b, p. 59). The purpose of the PAI is to perform a quality check and prevent fraudulent entry into the military branches prior to their accession and reflect that data on UMF 601-23-5-R-E (USMEPCOM, 2016b, p. 30). Furthermore, the HRA also reviews and updates the original DD Form 4 series used to DEP the applicant (USMEPCOM 2016b, p. 27). Each applicant is explained their responsibility to uphold UCMJ Article 83 following accession (USMEPCOM, 2016b, p. 30). Furthermore, the HRA also reviews the applicant's enlistment contract to confirm understanding and accuracy (USMEPCOM, 2013, p. 2). All data and signatures for the UMF 601-23-5-R-E and DD Form 4 series are tracked digitally via USMIRS and are accessible by MEPS staff and

GCs. Potential accession/ship applicants are required to provide the following documents in order to continue to access (USMEPCOM, 2016b, p. 31):

- DD Form 4 series
- UMF 680-3A-E
- DD Form 1966 series
- DD Form 2808
- DD Form 2807-1
- UMF 40-1-15-E
- UMF 601-23-5-R-E
- DD Form 93

Failure of applicant to provide all necessary documents or any indication of fraudulent enlistment may result in process termination for applicant that day. Upon completion of the PAI, applicants are prepared for enlistment as an accession (USMEPCOM, 2013, p. 2). This activity is not gender dependent.

### (3) MEPS Oath of Enlistment (Accession)

As with DEP enlistment, this activity is typically performed with a group of applicants and a single HRA. Accessions for shipping do not affect MEPS MDCA requirements (USMEPCOM, 2016b, p. 10). Applicants are first required to watch a pre-oath brief before entering the enlistment ceremony room. Immediately following the pre-oath brief, the Oath of Enlistment is administered to applicants by an enlistment officer (USMEPCOM, 2016b, p. 36). Applicants are not permitted to sign their contract with an enlisting officer until after the oral administration of the enlistment has been completed (USMEPCOM, 2016b, p. 37). If an applicant refuses to sign the enlistment agreement after the oath of enlistment, they are referred to their GC for resolution (USMEPCOM, 2016b, p. 37). Applicants that complete oral enlistment oath are legally bound to ship, unless discharge papers are provided by recruiting services (USMEPCOM, 2016b, p. 37). This activity is not gender dependent.

## **6. Completion of the Applicant Phase**

Upon successful completion of the oath of enlistment, the applicant completes the applicant phase and transitions into the recruit phase.

### **C. RECRUIT PHASE**

The recruit phase involves process elements from MEPS And RTC. U.S. Navy Recruit Training Command (RTC) is the entity responsible for converting incoming recruits to Sailors. This phase is commonly referred to as the “Quarterdeck of the Navy” or simply “boot camp.” RTC is headquartered aboard Naval Station Great Lakes, in Great Lakes, Illinois as a tenant command and falls under Naval Service Training Command (NSTC). Since the 1999 BRAC-directed closure of Recruit Training Commands in San Diego, California and Orlando, Florida; Great Lakes RTC has been the U.S. Navy’s sole recruit training center and is currently the only entity providing basic ascension training and indoctrination to all enlisted Sailors in the U.S. Navy.

Throughout FY2015, RTC processed, trained, and provided 35,134 male and female Sailors for further training or to the Fleet, including 64 Navy Veteran/Other Service Veterans, and trained 129 Recruit Division Commanders (RDCs) (Naval Service Training Command [NSTC], 2016). The recruit phase includes the following sub-processes: MEPS shipping brief, MEPS transportation to RTC, prior to arrival at RTC, basic military training, processing days, command assessment readiness training, mid-cycle assessment, final evaluation, and final training.

#### **1. MEPS Shipping Brief**

Following accession of all shippers, the MEPS TA from the processing element, provides detailed travel instructions to recruits (USMEPCOM, 2016f, p. 13). The TA ensures that all recruits understand procedures for traveling from the destination airport to their designated RTC. All Navy recruits are briefed to travel together in groups of no more than nine (9) (USMEPCOM 2016f, p. 14).



Each recruit is expected to carry their own individual travel packet, orders, and personal items. This activity is not gender dependent.

## **2. MEPS Transportation to RTC**

Each MEPS is responsible for performing the following activities during transportation of recruits to RTC: travel order, automated meal checks, transportation mode arrangement, and hometown shipping.

### **(1) Travel Orders**

The MEPS TA is responsible for drafting basic military travel orders for each recruit departing for recruit training no later than three days prior to ship date. These orders are used to track travel expenses and ensure they are paid by the recruiting service (USMEPCOM, 2016f, p. 20). SLs are responsible for ensuring the MEPS TA receives all appropriate data required for the creation of proper recruit travel orders (USMEPCOM, 2016f, p. 20). The MEPS TA also has the option to issue group travel orders for recruits traveling to the same RTC up to nine individuals (USMEPCOM, 2016f, p. 24). This activity is not gender dependent.

### **(2) Automated Meal Check**

The MEPS TA is responsible for issuing controlled disbursement checks to recruits traveling to RTC so they have funds to purchase vendor meals en-route (USMEPCOM, 2016f, p. 28). Recruits are expected to surrender unused meal checks to RTC staff upon arrival, and RTC staff are expected to forward unused checks to their accounting department for destruction (USMEPCOM, 2016f, p. 30). Navy recruits participating in hometown shipping are required to have their unused meal checks returned to the MEPS for disposal. This activity is not gender dependent.

### (3) Mode of Recruit Transportation

Although air travel is the preferred method, recruits also have the option to use bus or rail to arrive at their RTC by the established deadline. MEPS TAs arrange air travel through the contracted Commercial Travel Office under the Government Service Administration (GSA) contracted City Airfare Program (USMEPCOM, 2016e, p. 7). The cost of delay in commencing travel, which includes meals, lodging, recruit opportunity cost and en route expense, are considered when the TA compares basic fares across different economy modes of travel (DOD, 2011, p. 12). Travel for recruits to recruit training is not to take place between 2400 and 0600hrs (DOD, 2011, p. 12). The MEPS TA also coordinates onward ground transportation through the Defense Travel Management Office (DTMO) from the destination airport to the RTC to ensure arrival before the established deadline (USMEPCOM, 2016f, p. 18). Recruiting services are responsible for coordinating onward transportation for applicants traveling to RTC by bus or rail (USMEPCOM, 2016f, p. 33). If recruits have a fear of flying, the GC/SL is responsible for coordinating alternative transportation to RTC via bus or rail, which requires additional travel time and expense (USMEPCOM, 2016f, p. 8). Travel reservations are made for each individual recruit approximately 30 days prior to shipping (USMEPCOM, 2016f, p. 11). The MEPS TA is required to verify recruit reservations no later than three days prior to ship date; if travel is canceled or changed after the date of verification/ticketing, the recruiting service incurs a transaction fee from the Commercial Travel Office (USMEPCOM, 2016f, p. 12).

### (4) Hometown Shipping

Some DEP applicants can also be shipped from their hometown instead of traveling to the MEPS to do so. The recruiting service is responsible for obtaining MEPS-generated enlistment documents, as well as performing the applicant's PAI, medical inspect, and travel brief prior to ship date (USMEPCOM, 2016f, p. 33). Recruiting service is also responsible for relaying travel orders to the

hometown shipper and ensuring they have transportation to their departure terminal. Recruiters also ensure that the MEPS receives copies of the hometown shipper's enlistment packet between five and 10 days prior to shipping (USMEPCOM, 2016f, p. 33). On the date of shipping, the recruiting service is expected to notify the MEPS if the applicant was shipped or is a no-show (USMEPCOM, 2016f, p. 33). The MEPS TA is responsible for arranging transportation for any hometown shipper via the GSA contracted City Pair Fares for air travel. Tickets for bus transportation are charged to the recruiting service's CBA ground transportation credit card; tickets for rail transportation are charged to the service's CBA air transportation credit card (USMEPCOM, 2016f, p. 35). Travel orders and onward transportation arrangements are also created by the MEPS TA. This activity is not gender-dependent.

### **3. Arrival at RTC**

Upon arrival at RTC, the recruit's training to be mentally and physically prepared along with what to expect at RTC becomes an important aspect of the recruit's success. This preparation has included recruiter involvement with an individual's training folder, the PQS, and monthly mentoring. In addition, recruits were briefed by their recruiters prior to transiting to RTC on what items are authorized under RTC's guidelines. A recruit arrives at RTC in civilian clothes and along with unauthorized items, these items are boxed up during in-processing and are shipped home at the recruit's expense. While RTC authorizes numerous items, recruits must bring the following documents to RTC ("Recruit Training Command: Required Checklist," n.d.):

1. Photo I.D. or driver's license
2. Social Security Card
3. Marriage certificate (if applicable)
4. Divorce decree (if applicable)
5. Copies of dependents Birth Certificate (if applicable)
6. Complete civilian and military immunization records

7. Direct Deposit System form with bank account and routing number information

Items such as wristwatches, religious material, feminine products, and prescription eyeglasses, among others, are permitted. Females are not authorized to bring a swimsuit, underwear, or bras. Those items are provided upon arrival ("Recruit Training Command: What to Bring," n.d.). Recruits are also briefed on items that are unauthorized to be possessed by recruits in training. This list consists of over 29 categories of items, such as: aerosol containers, lighter fluid, food items, and firearms. ("Recruit Training Command: What Not to Bring," n.d.).

#### **4. Basic Military Training Process**

Recruit training comprises the largest portion of RTC's throughput and is their primary mission through a process called BMT or "Sailorization".

Sailorization is the program designed to integrate Sailors into Navy life, shape their expectations for future duty assignments, and give them the tools needed for career and personal success. Those embedded within the Sailorization process include: recruiters, RDCs, instructors, and officers. The leadership and staff at RTC work to provide the fleet with world-class Sailors who possess the basic skills necessary for naval service. ("Recruit Training Command: Recruit," n.d.)

The training process consists of approximately one (1) week of in-processing and another seven weeks of training, separated into four distinct phases: Processing Days (P-Days), Command Assessment Readiness Training (CART), Mid-Cycle Assessment (MCA), and Final Evaluation Phase (FEP). Upon arriving at RTC, a recruit is assigned to a division which they train with throughout their 8 weeks at RTC. They typically remain within their division throughout the entirety of basic training. RDCs are assigned to the division, conduct a turnover, and take control of the division during the latter part of the P-DAYS phase. The assigned RDCs will remain with the division until graduation (RTC, 2004).

Due to size limitations of the divisions, there will always be more than one division training concurrently. Per RTC's Master Training Schedule (2016), incoming recruits are separated into numbered Alpha and Bravo divisions, then further separated by number to denote schedule: Alpha 1, Bravo 1, Alpha 2, Bravo 2, and so on. An example would be Division 299 Alpha 1. This differentiation allows multiple divisions to train concurrently and schedule around limited capacity events and process steps within the training process. For example, Division 299 Alpha 1 might have a Pride Run scheduled on day 7-3 for 0800 to 0900hrs, while a concurrent division with Bravo 1 has the same Pride Run scheduled on the same day (73) from 0930 to 1030hrs. This enables separate divisions to use resources more efficiently, yet retain the communal start and graduation date.

With the exception of P-DAYS Sunday (P-Sun), Sunday is holiday routine throughout the remaining 7 weeks of training, granting 0700 to 1300hrs as holiday routine for worship, personal time, and an earlier Taps time of 2000 vs. 2200hrs. Each day throughout the training process, with the exception of Saturday and Sunday, tools such as promoting a Terminology of the Day and Rank of the Day are used to gradually acclimate the recruit to the Navy's rank, culture, and traditions.

## **5. Processing Days**

The in-processing activity is scheduled over a five-day period in which the recruit undergoes several events prior to starting their official training within the in-processing building, the USS *Pearl Harbor* (PH). Active wear shorts are mandatory from night of arrival to the day of departure. PH staff will assume initial control of the recruits and lead them through the first three days of the P-Days phase. Figure 12 is an example schedule of the first three days of P-Days.

P-1		P-2		P-3	
TIME	EVENTS	TIME	EVENTS	TIME	EVENTS
OPEN	Reveille	0400	Reveille	0400	Reveille
0520-0715	Breakfast	0430-0615	Blood work/DNA (First)	0520-0615	Breakfast
0730-0830	Haircuts	0540	Bag Breakfast	0620-1415	Medical In-processing/ Dental hygiene & X-ray/ PPD read
0830-0930	Moment of Truth/RQAT	0700-1100	Uniform Issue		
0930-1100	ID Card Photos	1030-1320	Lunch		
1030-1320	Lunch			OPEN	Bag Lunch
1200-1330	PPD/Medscan	1300-1330	TRANET Log-in (PH-AEC)	1430-1600	MGIB (PH Classroom)
		1330-1500	DEP PQS Testing (PH-AEC)	1600-1730	DDS (PH Classroom)
1330-1600	ID Card Photos	1500-1600	PG-2 Data/ (PH-AEC)	1700-1730	Banks (PH Classroom)
			CO's Letter	1800-1930	Dinner
1700-1920	Dinner	1700-1930	Dinner	1900	PH Staff/RDC Admin turn over
				2000-2200	Tattoo/Taps
2000-2200	Tattoo/Taps	2000-2200	Tattoo/Taps		

Figure 12. Sample P-Days Schedule P-1 through P-3. Source: Recruit Training Command (2016c).

At 1900hrs on P-3, PH Staff will conduct a turnover with the divisional RDCs and starting on day P-4 Reveille, RDCs assume control over the recruit division and lead them through the final two P-Days, P-4 and P-5. Divisional RDCs are responsible for daily hygiene, P-Days lectures, and scheduling Navy Exchange runs. Each day during the P-Days phase consists of a flexible Reveille period from 0400 to 0600hrs, and a Tattoo/Taps period from 2000 to 2200hrs. This provides the flexibility necessary during the P-Days phase to accommodate the requirements that must be met prior to moving into the training phases. Recruits will undergo additional medical and dental screenings, drug testing, evaluations, and briefings like the Moment of Truth and the Commanding Officer's brief to prepare them for further-on training.

## 6. Command Assessment Readiness Training

Command Assessment Readiness Training encompasses the first phase of training encompassing approximately 9 days from phase 1-1 through phase 2-2 (week 1, day 1 through week 2, day 2). During this activity, recruits are given training on basic watch standing, goal-setting, first-aid training, nutrition, enlisted rate and officer rank recognition, the Navy Core Values, Navy mentorship, military pay and benefits and team-building exercises. The recruits are also given

training on basic Navy ship and aircraft recognition. These events are largely designed to promote team-building efforts, instill Navy Core Values, and promote the Navy culture. Reveille varies by day, but is between 0515 and 0600hrs, with Taps varying between 2130 and 2200hrs. Major events that occur during this phase include:

- PT Familiarization (NAVPERS 18068F, OPNAVINST 6110.1J)
- SAPR (NAVPERS 18068F, SECNAVINST 1752.4B, OPNAVINST 1752.1B, OPNAVINST 5370.2C, SECNAVINST 5300.26D)
- Servicemembers Civil Relief Act of 2003 (50 U.S.C. App. §§501-597b, P.L. 108–189 (enacted Dec 19, 2003), DON JAG Memorandum August 22, 2011, NAVPERS 18068F)
- Dental Availability 1 and 2
- Personnel Inspection/Dynamic Material Inspection
- Academic test 1 (various topics)
- Initial Swim (MILPERSMAN Article 1500-010, NAVPERS 18068F)
- Physical Fitness Baseline (NAVPERS 18068F, OPNAVINST 6110.1J)

## **7. Mid-cycle Assessment**

The Mid-Cycle Assessment period builds upon the training conducted during the CART phase of basic training. The MCA phase encompasses approximately 20 days from phase 2-3 through phase 5-2 (week 2, day 3 through week 5, day 2). This is the longest phase of BMT. During this phase recruits are given training on a variety of subject to include basic ship handling, line handling, training for conduct during armed conflicts, military customs and courtesies, the Navy's drug and alcohol program, 9mm pistol live-fire training, military drills, naval history and traditions, operational stress control, and time-critical risk management. Major events that occur during this phase include:

- Dental Availability 3
- Dress Uniform Issue
- Classifications/Reclassifications
- Central Issue ID Cards
- SAPR-Fleet (NAVPERS 18068F, SECNAVINST 1752.4B, OPNAVINST 1752.1B, OPNAVINST 5370.2C, SECNAVINST 5300.26D)
- Basic Seamanship (NAVEDTRA 12028, NAVPERS 18068F, OPNAVINST 3120.32D)
- Marlinspike (NAVEDTRA 12028, NAVPERS 18068F, OPNAVINST 3120.32D)
- Personnel Inspection/Dynamic Material Inspection
- Physical Fitness Assessment (NAVPERS 18068F, OPNAVINST 6110.1J)
- Small Arms Trainer (OPNAVINST 3591.1F, NAVPERS 18068F)
- Live Fire (NAVPERS 18068F, OPNAVINST 3591.1F, SECNAV Memorandum For The Record 25 Jan 12)
- Inoculations
- Academic test 2 (Various)

## **8. Final Evaluation**

Final Evaluation constitutes the last phase of recruit training occurring over approximately 8 days from phase 5-3 through phase 6-4 where the recruits finalize requirements necessary to prepare for them to transfer to the fleet. Major events that occur during this phase include:

- Basic Damage Control (DoDI 2000.16, NAVPERS 18068F, OPNAVINST 1000.24C, OPNAVINST 3541.1G, SECNAVINST 3300.1C)
- Recruit Voting Training (42 U.S. Code 1973ff, NAVPERS 18068F, OPNAVINST 1742.1C)



- Fire Fighting 1 (OPNAVINST 3541.1G, DoDI 2000.16, NAVPERS 18068F, OPNAVINST 1000.24C, SECNAVINST 3300.1C)
- Fire Fighting 2 (OPNAVINST 3541.1G, DoDI 2000.16, NAVPERS 18068F, OPNAVINST 1000.24C, SECNAVINST 3300.1C)
- Physical Fitness Assessment Weigh-in (NAVPERS 18068F, OPNAVINST 6110.1J)
- Fire Fighting Team Trainer (OPNAVINST 3541.1G, DoDI 2000.16, NAVPERS 18068F, OPNAVINST 1000.24C, SECNAVINST 3300.1C)
- Personnel Inspection/Dynamic Material Inspection
- Final Physical Fitness Assessment (NAVPERS 18068F, OPNAVINST 6110.1J)
- Fire Fighting Applications
- Academic test 3 (Various)
- Drill Final Evaluation

## **9. Final Training**

The final training phase occurs between phase 6-4 and the Day of Departure from RTC. Having completed the bulk of the requirements in FEP, recruits are subjected to various trainings, an event called Battle Stations starting on day 7-1 and lasting through the night, orders pick-up and transfer briefing for both recruits transferring directly to the fleet and those proceeding on towards further training. Recruits also participate in a Pride Run, leadership training, identifying personal strengths and weaknesses, decision-making, and self-motivation/self-esteem training.

A major milestone within RTC's training process is Battle Stations, an interactive training process that involves subjecting the recruits to planned events during a night designed to test the recruit's ability to demonstrate the culmination of their training, and provide valuable experience by simulating shipboard life. Battle Stations must be passed in order to fulfill graduation requirements for each

recruit. Similar to the United States Marine Corps' Crucible, Battle Stations was developed as an interactive training point near the end of basic training. Battle Stations falls under a separate entity within RTC, which keeps Battle Stations facilitators functionally separate from RDCs. Thus, RDCs are directed to assist recruits in preparing for Battle Stations, but not to provide detailed information to the recruits (Zayatz, 1998). Battle Stations starts between 2015 and 2030hrs on scheduled day phase 7-1, lasts roughly 10.5hrs until 0700hrs on the following day (phase 7-2). Recruits are separated into teams of 15–20 recruits as some phases of the program can only accommodate a limited number of recruits and coordinated according to a master schedule. All scenarios are not conducted within the same building, thus recruits have to 'double-time' between scenarios (Zayatz, 1998). Each scenario in Battle Stations follows a similar format. Recruits are read a pre-written script that describes the scenario outlaying the situation to include a safety brief, the objective of the exercise, the identification and procedures to flag a facilitator, and any initial direction. During each actual scenario, recruits are tested on a specific task. Facilitators encourage teamwork, group participation, and desire recruits to get "caught-up" in what they are doing. Facilitators do not directly participate in Battle Stations (Zayatz, 1998). Following successful completion, as a gesture of symbolism, recruits will be awarded their "NAVY" ball caps in lieu of their "RECRUIT" ball caps immediately following Battle Stations in the Navy Capping Ceremony. This ceremony signifies the culmination of their training from civilians into Sailors and the informal end of the training process within RTC.

Finally, according to RTC's Master Training Schedule (2016), Pass In Review occurs at any point from phase 7-2 to phase 8-2. This marks the official end of the recruit's training and he/she is now officially a graduate of Navy boot camp. Recruits remain at RTC until detach or transfer. If recruits do not immediately transfer after Pass In Review, the recruits will be allowed liberty following a liberty briefing conducted by the Group Commander or a designated

representative according to the provided liberty policy (RTC, 2004). Recruits will transition from the Recruit phase to the Sailor phase upon transfer out of RTC.

#### **D. TRANSITION TO SAILOR PHASE**

Once recruits have detached RTC they have transitioned to the Sailor phase. The Sailor will leave RTC and travel to their follow-on assignment or training as identified in the Sailor's orders. This will most likely consist of reporting as a student to an "A" school, or receiving specialty training, to receive rate-specific professional knowledge before reporting to their first command.

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## **V. COST ANALYSIS**

The following cost analysis identifies cost categories associated with each organization in relation to the Street to Fleet transformative process.

### **A. NAVY RECRUITING COMMAND**

The major costs associated with recruiting U.S. Navy Sailors can be aggregated into labor, facilities, advertising, office materials, and technology; the remaining costs can be aggregated as overhead. Since all Navy prospects are treated identically and are required to complete the same tests, the difference in cost per prospect would be insignificant. Therefore, average costing is the most appropriate method for determining the cost of the average Navy prospect attributed to the recruiting phase of getting a civilian through the process and to RTC graduation.

#### **1. Labor**

The largest cost associated with recruiting enlisted Navy Sailors is direct labor, which is generally a fixed cost to NAVCRUITCOM due to the mass majority of personnel being either active-duty military or GS civilians. As of July 2016, the NAVCRUITCOM construct employed 5,652 active duty military, 652 GS civilians, and a small number of contractors (Beaster, 2016). According to MILPERSMAN 1306-964, NEC 9585 field recruiters at each NAVCRUITSTA can range from E-5 to E-8. However, administrative support personnel at NAVCRUITCOM HQ, NAVCRUITREGs, and NAVCRUITDISTs can range from E-1 to E-9 and O-1 to O-5. Additionally, NAVCRUITCOM has one O-7 Commander and two NAVCRUITREG O-6 Commodores. GS civilians can range from GS-6 to GS-11 at each NAVCRUITDIST, and range from GS-5 to GS-15 at NAVCRUITCOM HQ. There are several random contractor positions to fulfill various task requirements at NAVCRUITCOM HQ, and generally, each NAVCRUITDIST will have 2–4 contractors at various intervals.

## **2. Facilities**

Facilities consume a large portion of the NAVCRUITCOM budget as well and are generally a fixed, in-direct cost of recruiting. The NAVCRUITCOM HQ, NAVCRUITREG West, and NAVCRUITREG East are located in a facility aboard NSA Millington and supported through Commander, Navy Installations Command (CNIC). Eight of the 26 NAVCRUITDISTs are collocated within the MEPS facilities; the remainder of the facilities are located in rented civilian facilities and office buildings. The majority of NAVCRUITSTAs are located in civilian shopping centers, to facilitate ease of access to potential enlistees. The rents paid by NAVCRUITSTAs are fixed, in-direct costs of recruiting. Utility costs accrued from the NAVCRUITSTAs would be a variable, in-direct cost attributed to the cost of recruiting. Internet, insurance, and other charges are fixed, in-direct costs of recruiting.

## **3. Advertising**

Advertising is a discretionary indirect fixed cost. Advertising costs include printing, mailing and postage associated with the mail-outs mentioned previously in this report. Advertising also encompasses paid television and radio ads, and digital advertising through technology supported banners and paid searches on internet search engines.

## **4. Materials**

The largest consumable by NAVCRUITCOM as a whole would be general office supplies, such as printer paper, printer ink, pens, and pencils. The office supplies within the individual NAVCRUITSTAs would be a variable, direct-material cost of recruiting, but within NAVCRUITCOM as a whole, office supplies are a variable, in-direct cost of recruiting due to the substantial volume of supplies.

## **5. Technology**

Technology encompasses all the technological systems used by NAVCRUITCOM and its subordinates in their recruiting activities. Examples of these costs are the various computer systems and software used to generate leads and conduct routine office work throughout the NAVCRUITCOM enterprise. Additionally, this aggregated section would include the cost of communications, to include cell phones and devices.

## **6. Overhead**

Overhead would encompass all other indirect costs associated with recruiting a prospect into the U.S. Navy that could not be easily categorized into one of the other main categories. Examples of these costs would be training budgets and other miscellaneous costs associated with NAVCRUITCOM HQ.

### **B. MILITARY ENTRANCE PROCESSING COMMAND**

USMEPCOM operates jointly under the OSD, but is managed by the DOA, many of the lines of accounting likely fall under DOA. Some cost activities, such as MEPS contract hotel visits, meals, and air/ground transportation to RTC are obligated by USMEPCOM through the Defense Finance & Accounting Service (DFAS) and expensed to the Navy. Based on USMEPCOM regulation, the Navy is required to pay for the following applicant activities: meals and lodging, noon meal at MEPS, and transportation. Additionally, costs attributable to only USMEPCOM are identified into direct, indirect, and overhead costs. Each cost activity occurring at MEPS consists of one or more of the following cost drivers: labor, facilities, materials, and technology; the remaining costs are likely aggregated as overhead. Similar to the prospecting phase, applicants are likely treated identically and the differentiation in cost per applicant would be low. Unlike the prospecting and recruit phase, some activities within the applicant phase do vary with gender, but it is unclear as to the magnitude of this variability on individual cost without accurate statistical data. Average costing would likely be the most appropriate method for determining the cost of the average Navy

applicant attributed to this phase, based on the sub-processes and its associated cost drivers. Costs specific to only USMEPCOM can also be delineated across various activities and an average cost across all service applicants could be applied.

## **1. Meals and Lodging**

A meals, lodging, transportation (MLT) contract is established by each MEPS and a single cost per applicant is applied based on an established MLT lodging rate (USMEPCOM, 2010, p. 2-2). The MLT contract is a 5-year contract (USMEPCOM, 2010, p. 3-1). Each applicant receives 1 night's stay, dinner and breakfast the next morning (USMEPCOM, 2010, p. 2-5). No more than 2 applicants are permitted to be in 1 room and male and females are not permitted to cohabitate (females are housed on separate floors/wings) unless legally married (USMEPCOM, 2010, p. 2-1). Any additional charges for services such as personal telephone, pay-per-view movies, room service, laundry, etcetera are the personal responsibility of each applicant during their lodging (USMEPCOM, 2010, p. 2-1). Navy GC/SL are responsible, as the service Government Purchase Card (GPC) account holder, for ensuring all lodging and meal expenses are paid for at the end of each month (USMEPCOM, 2010, p. 5-3). These lodging and meals expense are tracked as accounts payable to the perspective contractor by MEPS staff via the USMEPCOM Form (UMF) 727-E (USMEPCOM, 2010, p. 5-2). The primary cost drivers for this activity are likely labor (fixed), facilities (fixed), materials (variable), and overhead (fixed).

## **2. Noon Meals**

Each MEPS is required to establish a separate contract for noon meals at their MEPS for applicants processing (USMEPCOM, 2010, p. 2-1). The noon meal contract applies per applicant and is a five-year contract (USMEPCOM, 2010, p. 3-1). These lunches can include fast food, short order, sub-sandwiches, or box lunches (USMEPCOM, 2010, p. 2-1). All meals are prepared outside of MEPS and brought in for serving in a MEPS cafeteria or noon meal, contractor



facility. Noon meal contracts are only permitted to feed applicants or enlistees at the MEPS; unused meals cannot be offered for resale and must be destroyed (USMEPCOM, 2010, p. 2-2). Recruiters are required to provide meals and transportation for applicants at MET sites. Navy GCs are responsible, as the service GPC account holder, for ensuring all noon meal expenses, regardless of utility, are paid for at the end of each month (USMEPCOM, 2010, p. 5-3). The primary cost drivers for this activity are likely labor (fixed), facilities (fixed), materials (variable), and overhead (fixed).

### **3. Transportation**

A MLT contract is established by each MEPS and a single cost per applicant is applied based on an established MLT transportation rate (USMEPCOM, 2010, p. 2-2). This MLT rate applies to three (3) applicant transportation situations: incoming terminal to hotel, hotel to MEPS in the morning, and MEPS to hotel for ASVAB testing (USMEPCOM, 2010, p. 2-5). These transportation expenses are tracked and expensed to the Navy. The Navy is also responsible for all other transportation for the applicant, aside from the primary three methods permitted under the MLT contract (USMEPCOM, 2010, p. 2-5). USMEPCOM is responsible for paying any transportation costs associated with medical consultations, and the Navy is not held liable for this cost (USMEPCOM, 2010, p. 2-2). Navy GCs are responsible, as the service GPC account holder, for ensuring all transportation expenses are paid (USMEPCOM, 2010, p. 5-3). Again, these transportation costs are tracked alongside the lodging and meals expense as accounts payable to the perspective contractor by MEPS staff via the UMF 727-E (USMEPCOM, 2010, p. 5-2). The primary cost drivers for this activity are likely labor (fixed), facilities (fixed), materials (variable), and overhead (fixed).

### **4. Recruit Transportation**

Aside from the MLT contract, each service is also responsible for paying for recruit shipping transportation to their respective training center via centrally

billed accounts (CBA), which are coordinated and tracked by the MEPS Transportation Assistant. Recruits processing for shipping are usually transported by airline, but they can also arrive via bus or rail (USMEPCOM, 2016e, p. 8). Onward ground transportation is also arranged by the MEPS TA to ensure recruits can be transported from their destination airport/terminal to their recruiting training center at the expense of the recruiting service. Air transportation is obligated by the MEPS to a CBA air transportation credit card and all recruit ground transportation is obligated by the MEPS to a separate CBA ground transportation credit card (USMEPCOM, 2016f, p. 40). If travel arrangements are canceled or changed after the date of verification/ticketing, the recruiting service also incurs a transaction fee from the Commercial Travel Office (USMEPCOM, 2016f, p. 12). The primary cost drivers for this activity are likely labor (fixed), facilities (fixed), materials (variable), and overhead (fixed).

## **5. Costs Incurred by USMEPCOM**

Based on applicant process activities and guidance of USMEPCOM regulations, an assumed list of cost activities can be extrapolated, pending future analysis. The cost is relevant to applicants as raw materials up until their arrival at recruiting training as recruits. These associated cost drivers across MEPS related activities permeate the prospecting, applicant, and recruit phases. Our swimlane map affords a detailed breakdown of these processes and their associated, theorized cost drivers. USMEPCOM processing activities of labor, overhead, information technology, medical, and consult transportation likely constitute the bulk of the cost for USMEPCOM to test high school prospects, process applicants, and ship recruits. Confirmation of this model could be performed by analyzing USMEPCOM's granular expense accounts instead of focusing on the fiscal year budget.

## **C. RECRUIT TRAINING COMMAND**

The largest cost drivers associated with training U.S. Navy Sailors are associated with RTC. However, several commands are involved in the BMT

process and costs are aggregated to those separate commands. This presents a unique challenge in identifying cost drivers to a product as there is no unified accounting for costs. The primary cost drivers for RTC are separated into 5 likely categories: labor (fixed), facilities (fixed), materials (variable), technology (fixed), and overhead (fixed).

The sources for RTC cost data are derived using command queries from Corporate Enterprise Training Activity Resource Systems (CeTARS), Authoritative Activity Manpower Documents (AMD), Fund Status Reports (FSR), and other command queries (NSTC, 2016). OM&N costs include all costs for materials, services, and civilian labor that can be identified and charged to a course or course group. In some cases, a pro-rata share of division and department costs, as well as other organizational departments not directly involved in training but support the training activity are included as well. OM&N costs do not include base operating support functions like facility operations and maintenance, security, vehicle operations and maintenance, communications unless specifically paid for by NSTC (NSTC, 2016).

As with the NAVCRUITCOM and USMEPSCOM, budgeted information from OM&N and MPN costs does not provide granular data necessary to separate costs into detailed costing activities. Labor, facilities, materials, technology, and overhead do not necessarily accurately reflect budgeted costs such as OM&N and MPN.

## **1. Labor**

Labor costs are separated into four distinct categories: civilian, military staff and support, military students, and contract labor.

Fixed labor is accounted for within MPN by CeTARS and AMD. MPN costs include all military labor costs that can be identified and charged to a course or course group. It also includes other departments not directly involved in training, and includes those who act as support personnel directly involved in the training process. It does not include base operating support functions (NSTC,

2016). Civilian labor, military staff and support labor, and contract labor is considered a fixed cost.

Student Pay and Allowance (P&A) costs represent student pay and allowance computed using the FY2015 Intelligent Workbook Granular MPN Rate based on weighted average of ranks of students in each course (NSTC, 2016). Total student P&A costs are separated into graduate and non-graduate costs for both BMT process and NAVET/OSVET. Military student labor is a variable cost.

## **2. Facilities**

Base operating support functions fall under Naval Facility Engineering Command (NAVFAC) which include facility construction, maintenance, security, contracting, vehicle operations and maintenance, communications, and other associated costs unless they are paid specifically by NSTC. Cost data can be found under the MAXIMO database and is considered to be a fixed cost.

The Bureau of Medicine and Surgery (BUMED) is the organization responsible for the facilities and the maintenance of the medical facilities associated with RTC. The facilities cost for the medical facilities for RTC is considered to be a fixed cost.

Utility costs for RTC are managed by NAVFAC. An example is the Comprehensive Utilities Information Tracking System (CIRCUITS) program. The CIRCUITS program is an enterprise metering and data analysis tool for electrical utility usage. Utility costs are considered a variable cost.

## **3. Materials**

Materials encompasses supplies used as general consumable supplies and supplies directly related to RTC's BMT process. Supplies associated with routine, consumable, predictable items are considered fixed costs. This includes general office supplies. Supplies involved with the BMT are those supplies consumed as a direct result of training. Training supplies are considered to be a variable cost.

#### **4. Technology**

Costs associated with technology encompass all technological systems used by RTC and the support elements involved in basic military training. Examples of these systems are, but are not limited to: various computers systems, hardware, communications, information technology contracts, product licenses, and training aids. An example of technology costs includes the E-Sailor program.

The E-Sailor program launched in FY2015 to provide for increased training capability to recruits and RDCs. This technology allows for the convenient application of the RTC curriculum to aid in applying a seamless transformative process in transitioning recruits to Sailors (Krawczyk, 2015). E-Sailor has the potential to streamline much of the BMT process by providing instant access to information for recruits within their barracks for use in studying and preparing. As e-tablets were introduced in 2015, further studies will assess the effectiveness of the tablets.

#### **5. Overhead**

Overhead costs are comprised of costs attributable to the RTC executive staff and special assistants. This would also include all other costs associated with the BMT process not encompassed by labor, facilities, materials, or technology. Overhead will be considered a fixed cost.

#### **6. RTC Costing Summary**

Overall, cost data reflects the direct and indirect costs of instructors, support personnel curriculum responsible for material and development, the consumption of supplies, contracts, purchase of equipment, and various equipment maintenance costs incurred by MPT&E. The Navy Military Pay and Allowances, which accounts for instructor, support personnel, and student costs incurred during training are also included. Other major claimant and base support costs are not included; therefore, the data does not reflect total taxpayer costs

(NSTC, 2016). The goal of the project was to determine total taxpayer costs attributed to an average RTC BMT graduate identified into cost activities. Our team recommends further efforts to identify and quantify various support costs attributable to RTC.

## **VI. CONCLUSION**

Completing an accurate process analysis of the prospecting, applicant, and recruit phases was the primary objective of the project. Our primary objective was derived by attempting to accurately identify the processes and databases for future projects to calculate the total cost for transforming a civilian into an enlisted Navy Sailor. As part of identifying fixed and variable costs, we have analyzed processes involved from transforming a civilian prospect into a U.S. Navy Sailor. The data provided by the numerous entities greatly influenced the scope of our project and we hope future projects can gain access to systems our team did not. Given the data constraints, we believe we have provided a valuable and insightful process analysis for leaders. The cost analysis chapter determined costing categories and provides a foundation for further analysis. We believe our analysis of the prospecting, applicant, and recruit phases affords leaders an improved understanding of the transformative process while implementing Sailor 2025.

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## APPENDIX A. HYPOTHETICAL NRC PROCESS COSTS

Category	Activity	Cost	Gender Dependent	Details
<b>Labor</b>	Civilian	Fixed	No	Civilian workforce is approximately 650 and makes up 10% of total workforce. Civilian pay grades range from GS-5 to GS-15. Civilians do not work federal holidays or weekends, but can receive overtime and credit-time when approved.
	Military	Fixed	No	Military workforce is approximately 5,650 active duty members and makes-up 90% of the total workforce within the NAVCRUITCOM structure. Military pay grades range from E-1 to O-7.
	Contractor	Fixed	No	There are generally 2 - 4 contractors at each Region and District, performing various functions throughout the organization.
<b>Facilities</b>	NAVCRUITCOM	Fixed	No	Located in Millington, Tennessee and serves as the central hub.
	NAVCRUITREG	Fixed	No	Collocated with NAVCRUITCOM in Millington, Tennessee.
	NAVCRUITDIST	Fixed	No	Eight of the 26 NAVCRUITDISTs are located within the MEPS facilities; the other facilities are located in rented civilian facilities and office buildings.
	NAVCRUITSTA	Fixed	No	Facilities are usually located in civilian shopping complexes or business districts to allow access to non-DOD personnel.
	Utilities	Variable	No	
<b>Advertising</b>	NAVCRUITCOM	Fixed	No	Discretionary indirect cost of recruiting. Includes printing, mailing, and postage associated with mail-outs, as well as paid advertisements.

Category	Activity	Cost	Gender Dependent	Details
Materials	NAVCRUITCOM	Variable	No	Materials is a consumable category consisting of general office supplies, such as paper, pens, and printer ink.
Technology	Hardware/Software	Fixed	No	All technology issued to NAVCRUITCOM employees in support of NAVCRUITCOM activities, such as computers or electronic devices.
	Servers	Fixed	No	Local networks maintained at each NAVCRUITCOM facility.
Overhead	NAVCRUITCOM	Fixed	No	All other indirect costs associated with recruiting a prospect.

## APPENDIX B. HYPOTHETICAL MEPS PROCESS COSTS

Category	Activity	Cost	Gender Dependent	Details
<b>Labor</b>	Civilian	Fixed	No	Civilian workforce makes up 80% of total workforce and functions on an 8.5 hour work day on General Schedule ranging from GS-5 to GS-15. Employees do not work federal holidays or weekends but can receive overtime and credit-time when approved.
	Military	Fixed	No	Military workforce is joint and makes-up approximately 20% of the total workforce within USMEPCOM. Pay grades range from E-4 to O-6 depending on location and size of MEPS (Small, Medium, Large). Technically if one DEP or Full Physical applicant is projected at a MEPS, the entire MEPS is expected to operate.
	Contractor	Fixed	No	Each applicant hotel has at least one contractor to manage applicant flows. Several contracts also exist for maintenance of leased equipment such as Xerox copiers.
<b>Facilities</b>	MEPS	Fixed	No	Facilities can be located on military installations, GSA property, or private locations usually under lease. MEPS staff also use local testing sites (MET Sites) to administer ASVAB but they facilities are managed by outside agencies. This also includes all furniture.
	Headquarters	Fixed	No	Located in Chicago, IL and serves as the central hub for all 65 MEPS across USMEPCOM.
	Utilities	Mixed	No	Typically included in facilities contract.
<b>Materials</b>	Supplies	Fixed	Yes	The primary supplies used for females are different specimen cups and pregnancy tests. All other supplies/materials entail office supplies.
	Equipment	Fixed	No	Audio booth, visual acuity machines, breathalyzers, blood pressure machines, and fingerprint stations make up some of the equipment used at each MEPS.
	GOV / Fuel	Mixed	No	Each MEPS is assigned GOV's and they are used heavily to travel to local MET sites and in support of the Student Testing Program. Fuel and maintenance would be variable cost.

Category	Activity	Cost	Gender Dependent	Details
<b>Technology</b>	e-Security	Fixed	No	Digital tracking system used to biometrically enroll all applicants and track their check-in/out throughout the MEPS process. This is reliant on each applicant's SSN being entered into the system.
	USMIRS	Fixed	No	Digital information management system used to track all applicant data to include record location across all 65 MEPS.
	Hardware / Software	Fixed	No	All technology issued to MEPS employees in support of Student Testing Program, Qualification testing, Medical, Processing and Service Liaisons.
	Servers	Fixed	No	Local networks maintained at each MEPS and controlled by centralized network in Chicago headquarters for USMEPCOM.
<b>Overhead</b>	USMEPCOM	Fixed	No	All other indirect costs associated with processing an applicant.
<b>Applicant Consult Transportation</b>		Mixed	No	Includes only transportation to and from medical consultations.
<b>Student Testing Program</b>		Variable	No	Program managed by MEPS ESS and works hand and hand with local recruiters to reach out to high students in 10th, 11th, and 12th grades and permit them to take a version of the ASVAB. Results for these tests are made available for recruiters to initiate the recruiting process with students age 17+. This program demands extremely heavy efforts across the MEPS, which engage with local and state officials to achieve mission levels established by USMEPCOM each year. Excludes postal expenses for testing materials.

Category	Activity	Cost	Gender Dependent	Details
<b>Enlistment Testing</b>	PiCAT	Variable	No	Browser based ASVAB test that recruiters can administer to applicants without physically bringing them to MEPS or a MET Site. Applicant is still required to report to MEPS and take a confirmation test lasting 30 minutes. Testing servers are still managed by MEPS, but recruiters authorize applicants to take it. This is an optional test designed to provide recruiters the ability to better gauge potential value of an applicant without investing additional resources.
	MET Site	Variable	No	These are computerized ASVAB testing sites are located outside of MEPS but are manned and administered by MEPS staff with the occasional assistance of local recruiters and usually requires three hours to complete. They are designed to minimize travel time to MEPS and permit local communities and recruiters to bring applicants to take the ASVAB. Most of these facilities are owned by military or GSA agencies and all local IT networks are maintained by those agencies. Applicants can only take the ASVAB once at a MET Site. Paper and pencil versions of the ASVAB are on hand in case of computer failure.
	CAT-ASVAB	Variable	No	Computerized placement test taken physically within a MEPS and usually requires 3 hours to complete. A score of 10 is required for applicants to continue with Full Physical, but scores required for job placement are usually much higher and are established by each service. Applicants are permitted to retest, but mandated delays between tests do exist. Paper and pencil versions of the ASVAB are on hand in case of computer failure.
	Special Testing	Variable	No	Computerized exams for specialized areas of interest for each specific service. Can only be taken after ASVAB has been completed. These tests include DLAB, DLPT, SIFT and ECL. Applicants are sometimes required to take these exams in a separate room within MEPS. Paper and pencil versions of the ASVAB are on hand in case of computer failure.

Category	Activity	Cost	Gender Dependent	Details
<b>Medical</b>	Full Physical	Variable	Yes	All applicants are required to perform the following during Full Physical: Blood Pressure, Breathalyzer, Audio Test, Vision Test, Urinalysis (Samples mailed to Navy screening lab), HIV Test (Samples mailed to outside lab), Height/Weight, Ortho Movement Test, Physical Exam by Attending Physician. Females are separated from males during the urinalysis, ortho movements, height / weight and physical exam. Females are also required to take a pregnancy test. Contracted doctors (Fee Basis Providers) are sometimes supplemented with attending MEPS physician (CMO) during higher applicant loads.
	Inspection	Variable	Yes	Abbreviated Full Physical required prior to any applicant shipping. Exam includes: Height/Weight and Record Review. Females are separated from males during this activity.
	Consult	Variable	Yes	Medical Consults are ordered by the MEPS attending physician for applicants to see outside doctors for specialized medical screening for conditions such as ear lavage, scoliosis, etc. Transportation and findings for these consults is absorbed by USMEPCOM. Females can be sent for issues relating to their gender. Full Physicals are deemed incomplete until results are received from consult and applicant returns to MEPS either on same day or some day following.
	Fee Basis and Traveling Fee Basis Providers	Variable	Yes	FBP and Traveling FBP's are contracted (hourly) doctors that are requested by MEPS staff to assist the MEPS Chief Medical Officer (CMO) screening applicants. Each applicant is assigned a point value based on age and gender (Females usually count for more points than males). The CMO is only permitted to handle up to 18 points each day.
	Waiver Processing	Variable	Yes	Each service has a waiver authority that works to resolve requests for medical waivers following the MEPS Full Physical or when requested by the recruiting service. Uncertain if these costs are only incurred by the recruiting service or are absorbed by USMEPCOM.

Category	Activity	Cost	Gender Dependent	Details
<b>Enlistment Processing</b>	Fingerprints / Background Check	Variable	No	Specialized computer station established to digitally capture and transmit applicant fingerprints. Every applicant is required to have their fingerprints captured prior to enlistment by MEPS staff and transmitted to the FBI for security screening. Applicants are not permitted to be projected for shipping until these checks are completed. Recruiters perform the same action on their side, but the review is required again within USMEPCOM.
	Record Creation	Variable	No	All applicants that are enrolled in e-Security and take the ASVAB have a physical record created that contains all processing data in compliance with HIPA. These records are maintained by each MEPS and are digitally tracked via USMIRS and exchanged with service liaisons. Records are purged after certain timelines up to 7 years.
<b>Contract Hotel / Transportation</b>		Variable	Yes	Each MEPS has a contract (typically for five years) with a local hotel that is responsible for housing applicants waiting to process through MEPS or ship to recruit training. Service liaisons and recruiters are responsible for projecting applicants for this stay, but MEPS manages this process. Females are not permitted to cohabitate with males during their stay. Most applicants are required to room with at least one other person.
<b>Noon Meals</b>		Variable	No	Applicants are authorized one meal during lunch by their service liaison. These meals are typically contracted with an outside agency by the MEPS. Activity is also managed by the MEPS.

Category	Activity	Cost	Gender Dependent	Details
<b>Recruit Transportation</b>		Variable	No	Travel for applicants to RTC is coordinated by MEPS staff and service liaisons 30 days prior with a local travel agency like Alamo Travel. Applicants are typically booked fastest means to RTC by airline, railroad, bus or ferry. This cost is paid by each service via an established line of accounting in DFAS. This is likely the largest variable cost incurred by the recruiting service for applicants.
<b>Liaison Office</b>	Information Technology	Fixed	No	Each service liaison maintains a separate and distinct information technology infrastructure aside from the systems issued by MEPS for applicant processing.
	Labor	Fixed	No	Typically consists of military and civilian workforce and are responsible for overseeing applicant projections, applicant conduct, applicant meals, arranging applicant hotel stay, assigning applicant jobs, verifying applicant contract, and screening all paperwork prior to shipping applicant. Liaisons are expected to uphold the quality standards and regulations established by USMEPCOM while being rated by NRC chain of command, external to MEPS.

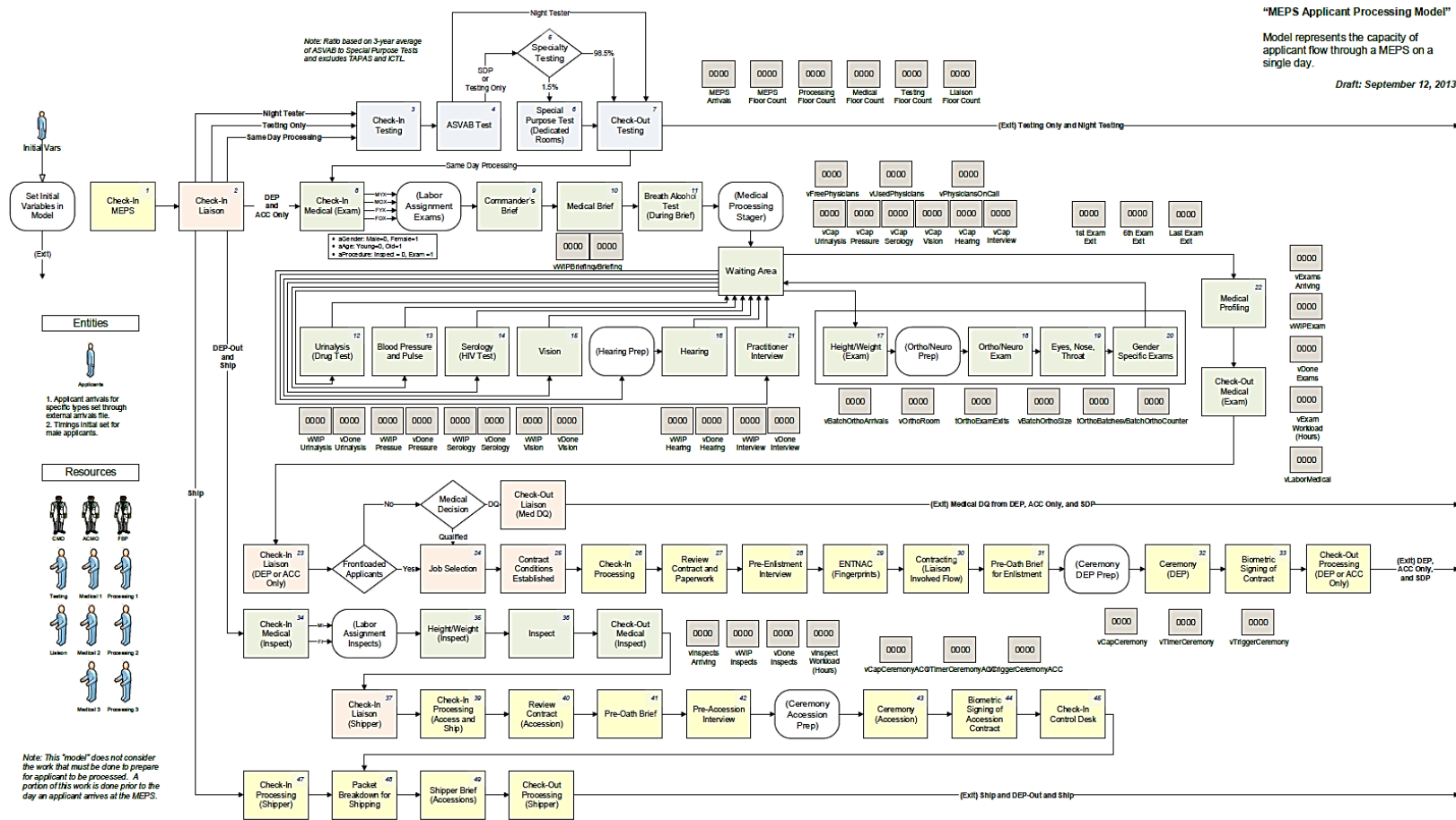


## APPENDIX C. HYPOTHETICAL RTC PROCESS COSTS

Category	Activity	Cost	Gender Dependent	Details
<b>Labor</b>	Civilian	Fixed	No	Civilians do not work federal holidays or weekends, but can receive overtime and credit-time when approved.
	Military: Staff and Support	Fixed	No	Military workforce is comprised of staff, RDCs, RDCs in training, and support personnel not directly involved in training. Does not include base operating support functions.
	Military: BMT	Variable	No	Military recruit pay and allowances.
	Contractor	Fixed	No	There are numerous contracted parties at various phases within RTC.
<b>Facilities</b>	NAVFAC	Fixed	No	RTC NAVFAC operates under NAVFAC for NSTC Great Lakes. RTC shares facilities with NSTC Great Lakes. Cost data is located within the MAXIMO database.
	BUMED	Fixed	No	BUMED buildings that support recruit training are not funded by CNIC.
	Utilities	Variable	No	Detailed under the CIRCUITS database.
<b>Materials</b>	Supplies	Fixed	No	Supplies is a consumable category consisting of general office supplies, such as paper, pens, and printer ink.
	Training Supplies	Variable	No	Training Supplies is a consumable category of all materials used directly in the BMT training process.
<b>Technology</b>	Hardware/Software	Fixed	No	RTC utilizes contracted NMCI information technology services. Hardware is utilized in accordance with the NMCI contract, software licenses are purchased through various means.
	Support	Fixed	No	RTC local information technology non-personnel support costs.
	Communications	Fixed	No	All non-information technology communications related costs.
	E-Sailor	Variable	No	Initiative piloted in 2015, which provided pre-loaded educational tablets to aid Sailors in training.
<b>Overhead</b>	RTC	Fixed	No	All other indirect costs associated with recruit training.
	Executive Staff and Special Assistants	Fixed	No	Indirect overhead costs attributable to BMT from Executive Staff and Special Assistants.

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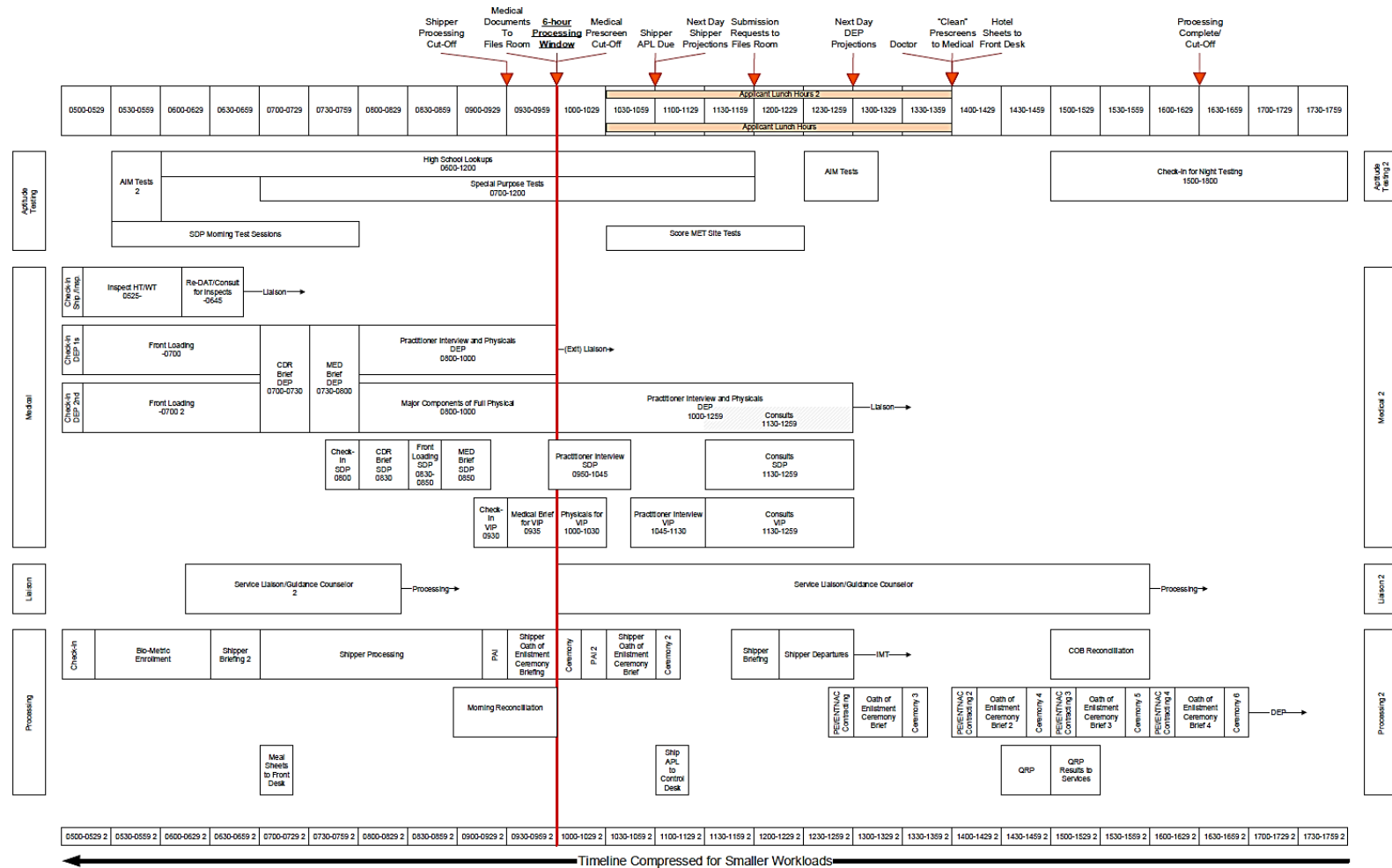
## APPENDIX D. USMEPCOM DETAILED PROCESS MAP



Source: United States Military Entrance Processing Command (USMEPCOM), (2013, p. 2)

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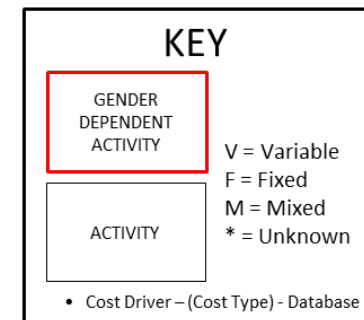
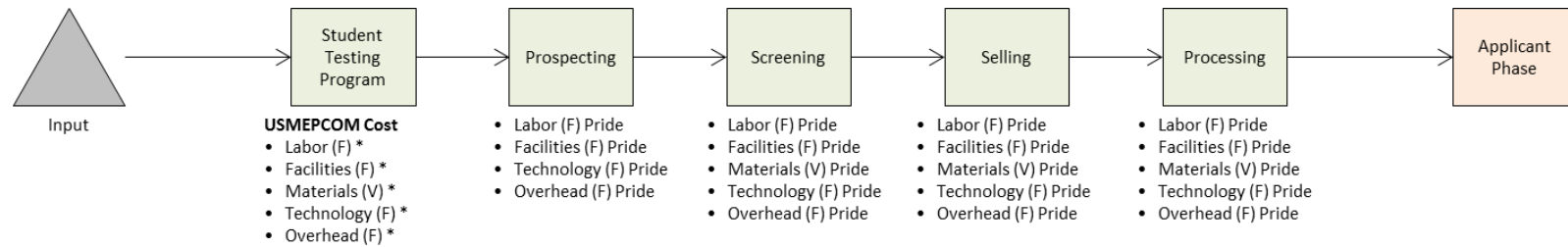
# APPENDIX E. NORMAL MEPS OPERATING SCHEDULE



Source: USMEPCOM (2013, p. 1)

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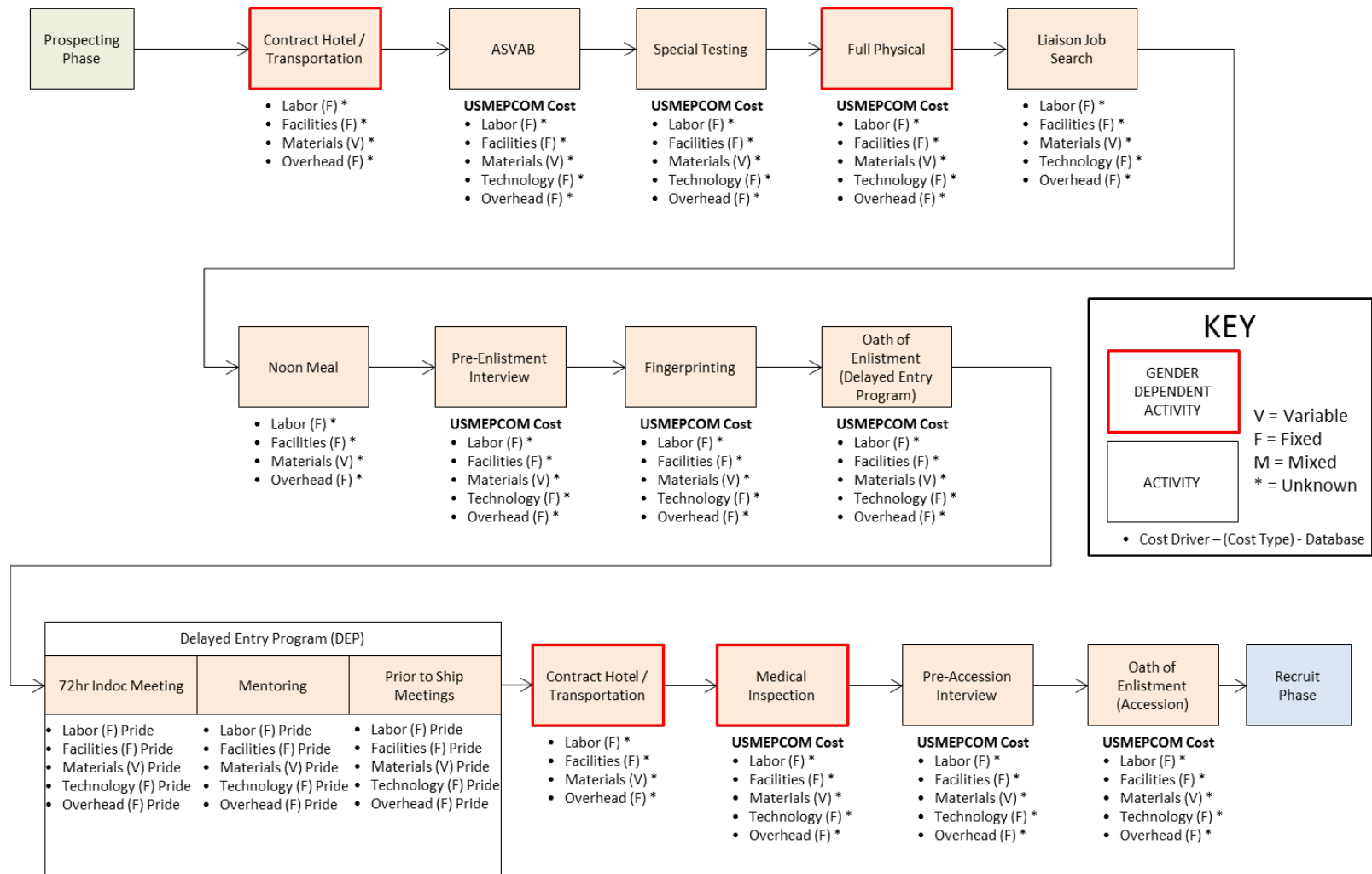
## APPENDIX F. PROSPECTING PHASE SWIMLANE



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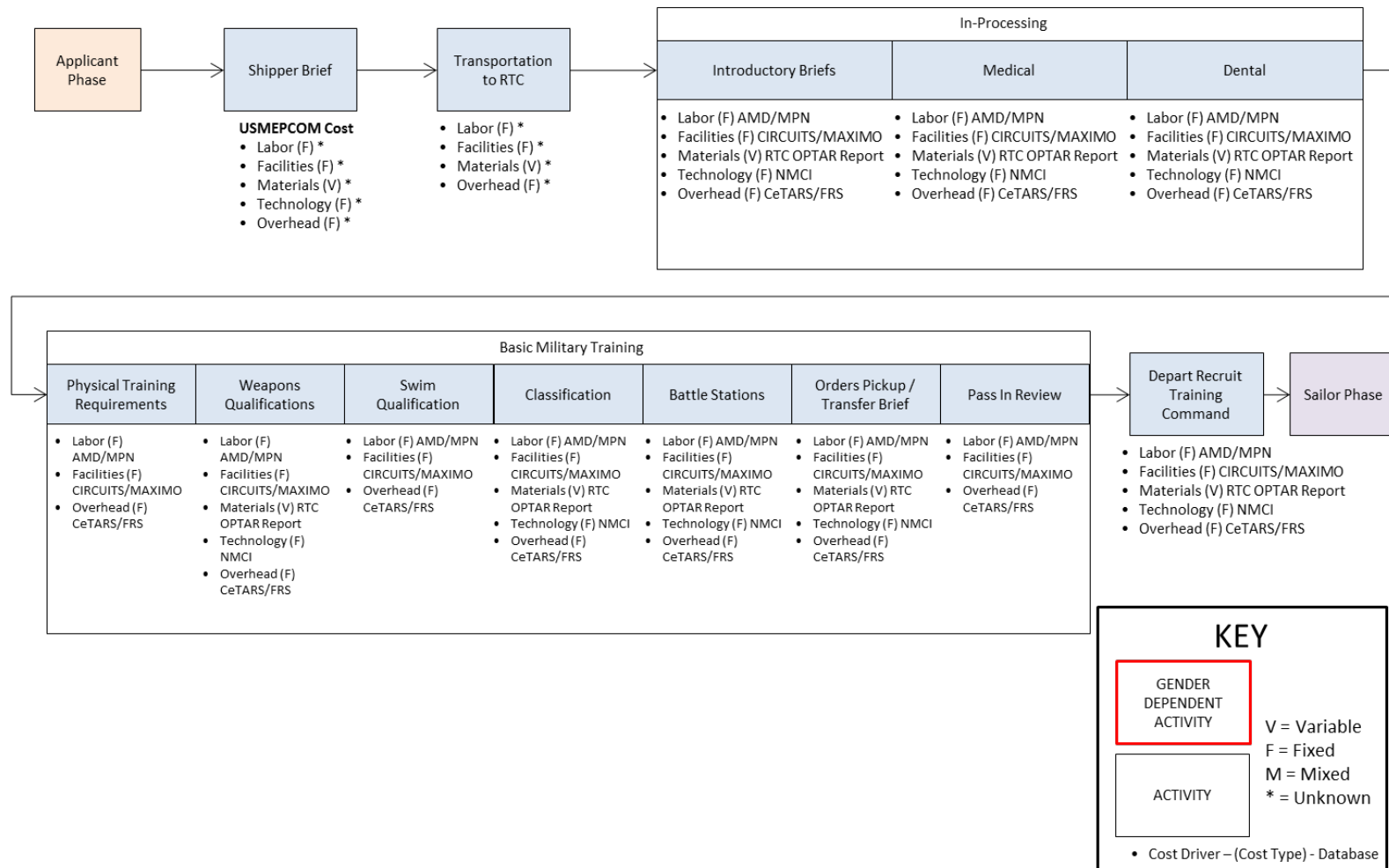


## APPENDIX G. APPLICANT PHASE SWIMLANE



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## APPENDIX H. RECRUIT PHASE SWIMLANE



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